DOCUMENT RESUME

ED 318 895 CE 054 771

TITLE	The Montgomery GI Bill. Hearings before the Subcommittee on Education, Training and Employment of the Committee on Veterans' Affairs. House of Representatives, One Hundred First Congress, First Session (September 14 and 21, 1989).
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Veterans' Affairs.
PUB DATE	Sep 89
NOTE	473p.; Serial No. 101-26. Document contains small type and photographs which will not reproduce well.
AVAILABLE FROM	Superintendent of Documents, Congressional Sales Office, U.S. Government Printing Office, Washington, DC 20402.
PUB TYPE	Legal/Legislative/Regulatory Materials (090) -- Viewpoints (120)
EDRS PRICE	MF01/PC19 Plus Postage.
DESCRIPTORS	Access to Education; *Allied Health Occupations; Career Choice; Educational Finance; Fringe Benefits; *Military Personnel; Postsecondary Education; *Recruitment; *Student Financial Aid; *Veterans Education
IDENTIFIERS	Congress 101st; *G I Bill; *Veterans Administration

ABSTRACT

This document includes testimony and prepared statements on the Montgomery GI Bill by House committee members and Horton, Department of Veterans Affairs; Berteau, Department of Defense; Conte, Department of Defense; Conaway, National Guard Bureau; Bultman on behalf of Ward, Army Reserve; Scheer, Air Force Reserve; Taylor, Naval Reserve; Looney, Marine Corps Reserve; Faigle, Coast Guard Reserve; Kiefner, National Guard Association; Lively, Reserve Officers Association; Hendricks, Enlisted Association of the National Guard; Nolan, Fleet Reserve Association; and Berkman, Office of the Secretary of Defense. The document also includes testimony and prepared statements submitted on September 21, 1989, by House committee members and Ono, U.S. Army; Hickey, U.S. Air Force; Donovan, U.S. Navy; Passmore, U.S. Coast Guard; Looney, U.S. Marine Corps; E. Johnson, Association of the U.S. Army; R. Johnson, Non-Commissioned Officers Association; Clark, Air Force Sergeants Association; Cobb, Navy League; Price, Air Force Association; Robertson, American Legion; Bollinger, Paralyzed Veterans of America; and Magill, Veterans of Foreign Wars. Two reports are included: Expanding the Montgomery GI Bill-Selected Reserve to Include Graduate School and Vocational Training, and the annual report of the Reserve Forces Policy Board, Reserve Component Programs--Fiscal Year 1988. (CML)

****
*   Reproductions supplied by EDRS are the best that can be made   *
*   from the original document.   *
****

ED318895

THE MONTGOMERY GI BILL

HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

OF THE

COMMITTEE ON VETERANS' AFFAIRS HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

SEPTEMBER 14 AND SEPTEMBER 21, 1989

Printed for the use of the Committee on Veterans' Affairs

Serial No. 101-26

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☑ This document has been reproduced as received from the person or organization originating it
☐ Minor changes have been made to improve reproduction quality
● Points of view or opinions stated in this document do not necessarily represent official OERI position or policy

BEST COPY AVAILABLE

CE054771

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1990

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

COMMITTEE ON VETERANS' AFFAIRS

G.V. (SONNY) MONTGOMERY, Mississippi, *Chairman*

DON EDWARDS, California
DOUGLAS APPLEGATE, Ohio
LANE EVANS, Illinois
TIMOTHY J. PENNY, Minnesota
HARLEY O. STAGGERS, Jr., West Virginia
J. ROY ROWLAND, Georgia
JAMES J. FLORIO, New Jersey
CHARLES W. STENHOLM, Texas
CLAUDE HARRIS, Alabama
JOSEPH P. KENNEDY, II, Massachusetts
ELIZABETH J. PATTERSON, South Carolina
TIM JOHNSON, South Dakota
JIM JONTZ, Indiana
L.F. PAYNE, Virginia
BRUCE A. MORRISON, Connecticut
GEORGE E. SANGMEISTER, Illinois
MIKE PARKER, Mississippi
BEN JONES, Georgia
JILL L. LONG, Indiana

BOB STUMP, Arizona
JOHN PAUL HAMMERSCHMIDT, Arkansas
CHALMERS P. WYLIE, Ohio
BOB McEWEN, Ohio
CHRISTOPHER H. SMITH, New Jersey
DAN BURTON, Indiana
MICHAEL BILIRAKIS, Florida
THOMAS J. RIDGE, Pennsylvania
JOHN G. ROWLAND, Connecticut
ROBERT C. SMITH, New Hampshire
CRAIG JAMES, Florida
CLIFF STEARNS, Florida
BILL PAXON, New York

Mack Fleming, *Staff Director and Chief Counsel*

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

TIMOTHY J. PENNY, Minnesota, *Chairman*

ELIZABETH J. PATTERSON, South Carolina
GEORGE E. SANGMEISTER, Illinois
LANE EVANS, Illinois
JILL L. LONG, Indiana

CHRISTOPHER H. SMITH, New Jersey
CHALMERS P. WYLIE, Ohio
THOMAS J. RIDGE, Pennsylvania

CONTENTS

September 14, 1989

Page
The Montgomery GI Bill and H.R. 3199 1

OPENING STATEMENTS

Hon. Timothy J. Penny 1
Hon. Christopher H. Smith 2
Hon. G.V. (Sonny) Montgomery, chairman, Full Committee on Veterans' Affairs 3

WITNESSES

Berkman, Maj. Gen. William R., military executive, Reserve Forces Policy Board, Office of the Secretary of Defense 30
    Prepared statement of General Berkman 125
Berteau, David J., Deputy Assistant Secretary of Defense for Resource Management and Support (Force Management and Personnel), Department of Defense 6
    Prepared statement of Mr. Berteau 76
Bultman, Brig. Gen. Roger C., Deputy Chief, Army Reserve, on behalf of Maj. Gen. William F. Ward, Chief, Army Reserve 16
    Prepared statement of General Ward 90
Conaway, Maj. Gen. John B., Vice Chief, National Guard Bureau 15
    Prepared statement of General Conaway 87
Conte, Albert V., Deputy Assistant Secretary of Defense for Reserve Affairs, Department of Defense 8
    Prepared statement of Mr. Conte 79
Faigle, Rear Adm. John N., Chief, Office of Readiness and Reserve, U.S. Coast Guard Reserve 19
    Prepared statement of Admiral Faigle 99
Hendricks, Sgt. Maj. Jim, executive director, Enlisted Association of the National Guard of the United States 28
    Prepared statement of Sergeant Major Hendricks 110
Horton, Grady W., Deputy Chief Benefits Director for Program Management, Department of Veterans Affairs; accompanied by Dennis Wyant, Director, Vocational Rehabilitation and Education Service, Peter F. Regan, Assistant Chief Medical Director for Academic Affairs; and Dean Gallin, Deputy Assistant General Counsel, DVA 4
    Prepared statement of Mr. Horton 69
Kiefner, Maj. Gen. Charles M., president, National Guard Association of the United States 26
    Prepared statement of General Kiefner 102
Lively, Col. C. Judson, USA (Ret.), retirement director, Reserve Officers Association of the United States 27
    Prepared statement of Colonel Lively 107
Looney, Maj. Gen. Edmund P., Jr., Assistant Deputy Chief of Staff for Manpower and Reserve Affairs, U.S. Marine Corps 18
Nolan, Robert W., national executive secretary, Fleet Reserve Association 29
    Prepared statement of Mr. Nolan 120

Page
Scheer, Maj. Gen. Roger P., Chief, Air Force Reserve 17
  Prepared statement of General Scheer 98
Taylor, Rear Adm. J.E., Director of Naval Reserve 17
  Prepared statement of Admiral Taylor 95

MATERIAL SUBMITTED FOR THE RECORD

Bill:

H.R. 3199 63

Reports:

"Expanding the Montgomery GI Bill-Selected Reserve To Include Graduate School and Vocational Training" 113
"Reserve Component Programs—Fiscal Year 1988"; annual report of the Reserve Forces Policy Board 128

Written committee questions and their response:

Department of Veterans Affairs 395
Office of the Secretary of Defense 403
National Guard Bureau 408
Army Reserve 412
Naval Reserve, Department of the Navy 415
Air Force Reserves 417
Manpower and Reserve Affairs, for Reserve Affairs, U.S. Marine Corps 420
Office of Readiness and Reserve, U.S. Coast Guard Reserve 424
National Guard Association of the United States 427
Reserve Officers Association of the United States 429
Enlisted Association of the National Guard 431
Fleet Reserve Association 432

September 21, 1989

The Montgomery GI Bill 35

OPENING STATEMENTS

Hon. Timothy J. Penny 35
Hon. G.V. (Sonny) Montgomery, chairman, Full Committee on Veterans' Affairs 36
Hon. Chris Smith 349

WITNESSES

Bollinger, John C., associate legislative director, Paralyzed Veterans of America 57
  Prepared statement of Mr. Bollinger 386
Clark, Rudy I., director, military and government relations, Air Force Sergeants Association 52
  Prepared statement of Mr. Clark 374
Cobb, Calvin H., Jr., national president, Navy League of the United States 53
  Prepared statement of Mr. Cobb 376
Donovan, Rear Adm. Francis R., Deputy Chief of Naval Personnel, U.S. Navy. 38
  Prepared statement of Vice Adm. J.M. Boorda 360
Hickey, Lt. Gen. Thomas J., Deputy Chief of Staff for Personnel, U.S. Air Force 37
  Prepared statement of General Hickey 355
Johnson, Col. Erik, Jr., USA (Ret.), director of legislative affairs, Association of the U.S. Army 50
  Prepared statement of Colonel Johnson 367
Johnson, Richard W., Jr., director of legislative affairs, Non Commissioned Officers Association 51
  Prepared statement of Mr. Johnson 370

Page

Looney, Maj. Gen. Edmund P., Jr., Assistant Deputy Chief of Staff for Manpower and Reserve Affairs, for Reserve Affairs, U.S. Marine Corps 39
  Prepared statement of General Looney 364
Magill, James N., director, national legislative service, Veterans of Foreign Wars 58
  Prepared statement of Mr. Magill 389
Ono, Lt. Gen. Allen, Deputy Chief of Staff for Personnel, U.S. Army 37
  Prepared statement of General Ono 351
Passmore, Rear Adm. George D., Chief, Office of Personnel and Training, U.S. Coast Guard 38
  Prepared statement of Admiral Passmore 358
Price, Jack, president, Air Force Association 54
Prepared statement of Mr. Price 379
Robertson, Steve, assistant legislative director, the American Legion, accompanied by Michael Schlee, director of national security and foreign relations division, the American Legion 57
  Prepared statement of the American Legion 382

MATERIAL SUBMITTED FOR THE RECORD

Statement:

  Naval Reserve Association 392

Written committee questions and their response:

  U.S. Army 435
  U.S. Navy 438
  U.S. Air Force 440
  U.S. Marine Corps 442
  U.S. Coast Guard 445
  Association of the U.S. Army 447
  Non Commissioned Officers Association 451
  Air Force Sergeants Association 454
  Navy League of the United States 457
  Air Force Association 460
  The American Legion 463
  Paralyzed Veterans of America 464
  Veterans of Foreign Wars 467

THE MONTGOMERY GI BILL AND H.R. 3199

Thursday, September 14, 1989

House of Representatives,
Subcommittee on Education, Training and Employment,
Committee on Veterans' Affairs,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9 a.m., in room 334, Cannon House Office Building, Hon. Timothy J. Penny (chairman of the subcommittee) presiding.

Present: Representatives Penny, Montgomery, Patterson, Sangmeister, Evans, Long, Smith of New Jersey, and Ridge.

OPENING STATEMENT OF HON. TIMOTHY J. PENNY

Mr. **Penny**. The subcommittee will come to order.

First of all, I want to welcome all of you who are here this morning. The Subcommittee on Education, Training and Employment is meeting today to review the implementation and effectiveness of the Montgomery GI Bill. All indications are that the program, both for active duty members and for members of the Selected Reserve, is doing quite well, but I believe that continuing oversight is necessary to ensure that the success of the GI Bill continues.

This year I have visited Air Force, Navy and Marine Corps recruit training bases and have seen firsthand how the Montgomery GI Bill is explained to new recruits. I have been impressed with these presentations and even more impressed with the interesting, thoughtful questions asked by the recruits themselves.

Additionally, I am very pleased that most of the young men and women I talked to indicated they first heard about the program from their recruiters. This is an important improvement. From the beginning, it has been our intention that recruiters give information about the Montgomery GI Bill to the young people they meet with. This enables recruits to discuss GI Bill participation with their parents, spouses, or teachers and make their decision regarding program participation before they arrive at basic training.

We are also reviewing today H.R. 3199, the Veterans Health Professionals Educational Amendments of 1989, introduced by the ranking minority member of the subcommittee, Chris Smith of New Jersey. I am sure Chris will have several questions for our witnesses about his proposal.

I hope to adjourn this meeting by 11:30. Accordingly, I ask all witnesses to limit their oral statements to 5 minutes. Written statements will be included in the printed hearing record. Additionally, I ask unanimous consent that written questions may be submitted to witnesses following the hearing. Questions and responses will also be included in the hearing record.

Before we hear from our first panel, I want to recognize the ranking minority member, the Hon. Chris Smith, for any statement he might have.

OPENING STATEMENT OF HON. CHRISTOPHER H. SMITH

Mr. SMITH OF NEW JERSEY. Thank you, Mr. Chairman. First of all, I appreciate your setting up this hearing today to review the Montgomery GI Bill for the Selected Guard and Reserve, and a bill that I introduced, H.R. 3199, the Veterans Health Professionals Educational Amendments Act of 1989. I especially appreciate the extra effort you have made to include H.R. 3199 as part of this hearing.

As you know, under the Montgomery GI Bill most reservists are now eligible to receive $5,040 from the Department of Defense to finance their undergraduate studies. H.R. 3199 will enable the Department of Veterans Affairs to provide an additional $400 per month to a Reservist who majors in a health care profession and, in return, agrees to work in a VA health care facility for a limited time. The VA will be given the authority to identify their staffing shortages and target the benefit accordingly.

The bill is intended to provide benefits only for the time period when the student is taking their health-related courses, generally for the last 2 years of a 4-year program. In order to receive this added assistance, a recipient must sign a contract with the VA stating that he or she will serve 1 year in the VA health care facility for every year of assistance that they receive. If a Reservist reneges on the agreement, he or she must repay the benefit amount, plus interest and penalty, to the VA.

The goal of this legislation is to supply the VA with a sufficient recruiting tool to attract much needed health care professionals. We are all well aware of the difficulty the VA has had in recruiting and retaining nursing personnel, but it is also true that similar shortages exist in other professions. According to a 1988 VA survey of health occupational staff, the VA health care facilities nationwide are experiencing a 25-percent vacancy rate in physical therapy positions, a 20-percent vacancy rate in occupational therapy positions, and an 8-percent vacancy rate in pharmacy positions, as compared to a 5-percent vacancy rate in nursing staff.

H.R. 3199 provides the VA with a cost-effective recruitment tool to help fill those vacancies. Under the VA's very successful health professionals scholarship program, the VA currently awards an average of $19,243 per nursing student, and $23,454 per physical therapy student. Under H.R. 3199, the VA would award approximately $7,200 per nursing or physical therapy student.

Under the VA's current program, it costs $23,000 approximately to attract a physical therapist. Under 3199, it would cost the VA $7,200 to attract a physical therapist. The student, however, receives a total of $12,240 because they are already receiving $5,040 under the Montgomery GI Bill.

Mr. Chairman, the need to provide incentives for individuals to choose health careers and to work in VA facilities I believe is apparent. The advantages of this program would be threefold. First, the Selected Guard and Reserve GI educational program is strengthened. Second, the VA would be provided with a cost-effective recruitment tool that would guarantee the VA an employee once the Reservist accepts assistance. Thirdly, the dwindling pool of health care professionals nationwide would likely be increased.

Mr. Chairman, I would like to thank you and the other cosponsors of this bill, our distinguished Chairman, Mr. Montgomery, and our ranking member, Bob Stump, for the support and assistance you have afforded in the drafting of H.R. 3199. I am pleased to have this opportunity to review the Montgomery GI Bill during this hearing and look forward to the comments of our participants.

Mr. PENNY. Thank you, Chris. We appreciate the initiative you have taken in presenting this bill. I understand that there will be someone accompanying Mr. Horton from the Department of Veterans Affairs who may have some specific remarks to make about your legislation.

With that, I would ask the Chairman of the full committee, Mr. Montgomery, if he has any opening remarks that he might want to make.

OPENING STATEMENT OF HON. G.V. SONNY MONTGOMERY, CHAIRMAN OF THE FULL COMMITTEE ON VETERANS' AFFAIRS

Mr. MONTGOMERY. Thank you, Mr. Chairman. I would like to thank you for having this oversight hearing on the GI Bill, plus Chris Smith, the ranking minority member, for the support he has given us. Thank you, also, Mr. Chairman, for getting out in the field and looking at the GI Bill and seeing how it's being implemented. It's very, very important.

I received some statistics here that I would like to put in the record this morning. I might say, Mr. Chairman, this program might bear my name, but there were a number of people involved in getting this peacetime educational program for the military established for the Active Reserve Forces and I want to thank them out here in the audience this morning.

Mr. Chairman, through June, 1989, $747 million has reverted to the Treasury as a result of a reduction in the base pay required under the Montgomery GI Bill for active duty. What that means is we collect $100 a month for 12 months for all active duty service personnel. That has built up to $747 million.

Now, the big cost of this will come in the middle Nineties, but this does not include the interest you would have had to pay if this money had not been coming in, so I think you have to add 8 percent to that to really get a true figure. Right now, the peacetime GI Bill is paying for itself and should pay for itself through the middle 1990's without costing the taxpayers any money.

Through July, 1989, 766,000 recruits on active duty have signed up for this legislation at $100 a month. Through June 30, 1989, 134,000 members of the Selected Reserve have actually gone to school under this GI Bill proposal.

As far as participants, for the month of July, 1989, the program is still holding up. Of the recruits coming into the Army, 93 percent of them signed up, to put up their $100 a month. The Navy was 80 percent, Air Force 73 percent, and the Marine Corps—this is active duty—was 87 percent. DOD-wide, it was 85 percent, which is just excellent. I think the Congressional Budget Office estimated, when we came up with this legislation in 1985, that 15 percent of the active duty military would sign up. Now it's over 85 percent. So the Congressional Budget Office can be wrong sometimes.

President Bush has agreed to have a ceremony to honor the one-millionth sign up of the Montgomery GI Bill. We plan to go to the White House. I don't know exactly how to do it, whether we will take one from each service or how it would work, but that is the plan, when we get one million in the active and Reserves, which we should reach that goal in March. It's looking good and let's keep it going.

Mr. PENNY. Thank you, Mr. Chairman. I commend you for your leadership.

First this morning we will hear from a panel of representatives from the Department of Veterans Affairs and the Department of Defense. We have Mr. Grady Horton, Deputy Chief Benefits Director, Department of Veterans Affairs, accompanied by Dr. Dennis Wyant, Director of Vocational Rehabilitation and Education Service. We have Mr. David J. Berteau, Deputy Assistant Secretary of Defense for Resource Management and Support, and Mr. Albert Conte, Deputy Assistant Secretary of Defense for Reserve Affairs.

I want to welcome back Mr. Horton, Dr. Wyant, Mr. Conte. Mr. Berteau, it's a pleasure to have you with us for the first time today, and we will begin with Mr. Horton.

STATEMENT OF GRADY W. HORTON, DEPUTY CHIEF BENEFITS DIRECTOR FOR PROGRAM MANAGEMENT, DEPARTMENT OF VETERANS AFFAIRS; ACCOMPANIED BY DENNIS WYANT, DIRECTOR, VOCATIONAL REHABILITATION AND EDUCATION SERVICE, PETER F. REGAN, ASSISTANT CHIEF MEDICAL DIRECTOR FOR ACADEMIC AFFAIRS; AND DEAN GALLIN, DEPUTY ASSISTANT GENERAL COUNSEL, DVA

Mr. HORTON. Thank you, Mr. Chairman.

I would like to introduce on my left Dr. Peter Regan, who is the Assistant Chief Medical Director for Academic Affairs, who is here with me today, in addition to Dr. Wyant.

Thank you for the opportunity to appear before this subcommittee to testify concerning our implementation of the Montgomery GI Bill-Active Duty, and the Montgomery GI Bill-Selected Reserve.

Since the inception of the chapter 30 program in 1985, and through the end of 1989, approximately 17,000 individuals have trained under the chapter 30 program. The majority of these, 94 percent, were trained at the college level. We are projecting that there will be just under a quarter of a million trainees in fiscal year 1995.

As the Chairman noted, the reduction in base pay for military personnel for participation in the chapter 30 program is now approaching $800 million, and we have paid out to this time approximately $40 million.

Regionalization of the chapter 30 program to four regional processing offices was done on schedule on July 1, 1989, and it has gone smoothly. We are implementing a successful chapter 30 fall enrollment at this time.

The test of the optical disk technology is ongoing in our St. Louis regional office. This technology can allow the contents of as many as 500,000 pieces of paper to be stored on one optical disk. An evaluation of the optical disk prototype is being done and is due to be reported on in 1990.

Since preparing our formal testimony, Mr. Chairman, we have tested in St. Louis an automatic bar coding system to handle our monthly certification process. The early results indicate that this will allow us a tenfold increase in our ability to handle the monthly certifications. We anticipate that this will be available to our other regional processing centers at the conclusion of the 3-month test.

Certain individuals who have chapter 34 eligibility and who meet specified eligibility criteria may be eligible for conversion to the chapter 30 program after December 31, 1989. We currently estimate that approximately 20,000 of these individuals will be eligible for chapter 30 benefits. Our regional offices are now processing these cases in anticipation of a conversion in December of 1989.

To facilitate the smooth conversion of eligible chapter 34 beneficiaries into the chapter 30 program, we enclosed a check stuffer with the March and May payments to chapter 34 beneficiaries, notifying them of the end of the chapter 34 program and of the requirements for chapter 30. A similar stuffer will be enclosed with the October and November payments.

The firm of Booz, Allen and Hamilton was engaged to assess the chapter 30 program as part of VA's continuing review of all title 38 programs. The final report concluded that the program is being administered effectively by VA.

Participation in the Montgomery GI Bill-Selected Reserve, is going quite well. Over 140,000 Selected Reservists have trained under this program since its inception on July 1, 1985. From all accounts, the chapter 106 program has been well received by the members of the Selected Reserve. We have been working with our counterparts in DOD and the various service branches to resolve problem areas and over the years have forged a good working relationship with them.

I am pleased to report that the timeliness and quality of eligibility data transmitted from the Reserve components and the proper interpretation of that data by VA personnel has vastly improved. Both the VA and DOD have emphasized training of personnel in the unique structure of the chapter 106 program. This training has improved both the quality of data and the quality of claims.

This is my summary statement, Mr. Chairman. I would ask that my complete statement be entered in the record. I am prepared to answer questions at this time.

[The prepared statement of Mr. Horton appears at p. 69.]

Mr. PENNY. Without objection.

If we might, before we proceed, did you intend that Dr. Regan would make remarks at this point, or just be ready for questions?

Mr. HORTON. I think he is prepared to answer questions, Mr. Chairman.

Mr. PENNY. Okay. I thank you.

We would now like to have Mr. Berteau from the Department of Defense testify next.

STATEMENT OF DAVID J. BERTEAU, DEPUTY ASSISTANT SECRETARY OF DEFENSE FOR RESOURCE MANAGEMENT AND SUPPORT (FORCE MANAGEMENT AND PERSONNEL), DEPARTMENT OF DEFENSE

Mr. **Berteau**. Thank you, Mr. Chairman.

It is with a great deal of pleasure that I appear before the subcommittee today to discuss the Montgomery GI Bill. If I may, I would like to submit my entire written statement for the record and just summarize it very briefly.

My written statement goes into two areas. The first of these, of course, as you requested, is on the implementation and the effectiveness of the overall program, including the recent "open" period or the open window of restored enrollment eligibility. The second, of course, is the recommendations to improve the system.

Our enrollment experience has been very positive over the course of the past year. Participation has grown from 79 percent in the first month of this fiscal year, last October, to the current rate of 85 percent reported in July, as Mr. Montgomery noted.

The open period, which ended on June 30, saw the enrollment of 27,000 prior nonparticipants. We see these improvements as resulting from a greater emphasis being placed on the program by the Services' recruiters and from growing national recognition that education is a vital element in the competitive health of the country.

We do believe, and we think there is evidence, that the impact of this program on recruiting has been substantial and beneficial. It is a leading factor in the decision our young men and women make to volunteer for military service, and it is critical to the preservation of the All-Volunteer Force that has attained the quality we have today.

Due in large part to the attractiveness of military training and education enhancements such as the Montgomery GI Bill, we are now able to maintain the all-volunteer system in the face of increasingly scarce resources and competing congressional proposals for legislation for national service. We believe that maintaining the All-Volunteer Force is very important to the Department of Defense and to the country as a whole. We do have some concern with respect to the National military service legislation proposals that have been made, and I want to reiterate those concerns by stating that they will prove damaging to the all-volunteer system. These proposals would have the effect of reducing recruit quality, destroying the effectiveness of current programs designed to attract and distribute quality enlistments, increasing the training costs, and increasing minority participation in the Services.

I believe that the strength of our military relies heavily on the principle of volunteer service, and that introduction of competing alternatives for scarce quality recruits is counterproductive. Within our current volunteer force—and it's working today—a strong factor in the continued input of talent and motivation has been the draw of education. The Montgomery GI Bill plays a strong role in that.

I would like to distribute to the committee a couple of things that we use in our joint advertising program. We have these brochures that lay out the Montgomery GI Bill. We put these on every campus and we send them out all over the country. In addition, we have our "Futures" magazine which we mail to every high school graduate. If you look at the back page of that magazine, you will see that we send to every high school graduating senior in the country a two-page spread on the Montgomery GI Bill. This is not Service-specific. It's generic for the whole Department and it emphasizes both part time and full time so that we capture both the Reserve and the active duty. In addition, I have these big posters. I have a nice frame for those, but we can't pass that around because it's a little heavy.

We have spent over $5 million of our joint recruit advertising money in fiscal year 1988 on television spots and collateral materials specifically in support of the Montgomery GI Bill. In fact, we have a new television commercial which will be shown in the Washington area four times in the next 4 weeks, starting this Sunday on the CBS Sunday Morning show, which we call "Real Talk". It's specifically developed to cover the GI Bill. I believe, Mr. Montgomery, we walked you through that and gave you a dry run on that as well. We have that four times during the next four sundayS in the morning.

The implementation of the overall program has proceeded relatively smoothly within DOD. We continue our efforts to accelerate the processing of personnel information between the Services and DOD record centers in cooperation with the Department of Veterans Affairs. We think we've got a good track record there, and it's working very well. It will facilitate the processing and administration of the veterans' benefits.

We are very close to a working-level standard operating procedure and memoranda of agreement. We've about got that ironed out, so that as the benefit use grows, we will be able to handle that very well. Our goal is to ensure that we minimize all the administrative errors and quickly and easily resolve any that pop up. I am confident this will be the case. In the 3.5 years that I have been involved in doing this, from my side of the house, we have seen a very dramatic reduction in all the problem areas. We think, in fact, we've got it well in hand.

Mr. Chairman, I would like to close my statement at that point. In my written testimony I discuss some of the small legislative improvements and clarifications that we think would be useful. I stand ready to answer any questions.

Thank you.

[The prepared statement of Mr. Berteau appears at p. 76.]

Mr. Penny. Thank you very much.

Mr. Conte.

STATEMENT OF ALBERT V. CONTE, DEPUTY ASSISTANT SECRETARY OF DEFENSE FOR RESERVE AFFAIRS, DEPARTMENT OF DEFENSE

Mr. CONTE. Thank you, Chairman Penny. It's a pleasure to be appearing before you today.

I have provided a detailed written statement to the subcommittee and, therefore, in the time allotted for opening remarks, I will summarize that report.

I would just say up front that the Montgomery GI Bill is, indeed, proving to be one of the most important recruiting and retention incentives established for the Reserves in a decade.

We did have some initial start-up problems. Some of those problems continue, but I am happy to report this morning that we have made some tremendous strides towards solving most of those problems. I would like to first summarize some of the more recent accomplishments.

During this fiscal year, the automation support for program administration for the chapter 106 benefits has improved measurably in most areas of accountability. For example, the Defense Manpower Data Center has doubled the storage capacity of the Montgomery GI Bill data base; management reports, most of which up to this point were produced manually, are now fully automated; the Reserve Components Common Personnel Data System, which supplies the Defense Manpower Data Center with information on Montgomery GI Bill participants has improved in quality and quantity of data. Those improvements have come about through the services committing substantial people and logistical resources to support the Montgomery GI Bill.

The number of constituent complaints forwarded to our office, Reserve Affairs, has declined to two or three per month, and are usually resolved over the telephone within 24 hours.

Along with these kinds of improvements, the Department is now initiating the statutory refund or penalty provision of the Reserve Montgomery GI Bill for those reservists who fail to participate satisfactorily or otherwise breach their obligated service agreement. The first refund management reports were delivered to the services this month. The Department believes that with the beginning of the recoupment period this will certainly contribute to a greater number of people who will in the future satisfactorily complete their obligated service.

The Montgomery GI Bill is now recognized as one of the most significant factors in a person's decision to join or continue their enlistment in a Reserve component. Selected Reserve accessions into the 6 year or greater terms of service have increased steadily, from 39 percent of all of our accessions in 1985 to 67 percent of all of our Selected Reserve accessions through July of this year. At the same time, of course, the number of applicants for the Reserve Montgomery GI Bill benefits has also increased. That's up 29 percent from fiscal year 1987 to 1988, and during the first 7 months of this year, 39 percent of all new accessions in the Reserves also applied for the Montgomery GI Bill at the time of enrollment. As of July, 1989, 144,000 reservists have applied for, and approximately 138,000 have actually received, Montgomery GI Bill benefits.

Now, as we would expect with more 6 year commitments, we should see a greater improvement in retention. For the first time, we now have a data system where retention for those members can be demonstrated. We have an initial indication from that data that attrition through 1988 by the Montgomery GI Bill participants in the 1985 cohort—those who entered in 1985—is approximately half that of those members who don't participate in the Montgomery GI Bill.

Studies such as the 1986 Reserve component survey have suggested the importance of educational benefits to the individual Reservist. It is only with the recent development of this cohort file that we can now observe the direct impact of the Montgomery GI Bill educational benefits on Reserve participation.

Again, I want to emphasize, Mr. Chairman, that this is preliminary data. There are some bugs in the system which we're trying to work out. It does only cover the first 3 years, 1985 through 1988. But, nevertheless, we're very encouraged by the results we're seeing from that cohort file.

With respect to increasing awareness of the program, the Department has devoted considerable resources to the promotion of the Montgomery GI Bill. As Mr. Berteau pointed out, the joint recruiting advertising budget for 1988 was approximately $28 million, of which $5 million, or 17 percent, was for television spots and collateral material specifically for the Montgomery GI Bill.

The joint recruiting advertising program also funds a monthly mailing to between 120,000 and 140,000 young men per month, explaining that the opportunities in the Active Forces, the Reserve forces, and the Montgomery GI Bill are a great way to pay for further education. Also included in the JRAP budget are about $1 million for the "Futures" magazine which Mr. Berteau just passed out.

The JRAP message is intentionally generic. However, each service has tailored advertising campaigns targeted on unit requirements and programs currently available, including the Montgomery GI Bill. I will defer further comment on specific efforts by the Reserves to the Reserve Chiefs when you hear from them later.

This concludes my opening remarks. I will be pleased to respond to any questions, Mr. Chairman.

[The prepared statement of Mr. Conte appears at p. 79.]

Mr. PENNY. Thank you.

First of all, given the recruitment challenges that we face, do you feel that the benefit levels under the bill are going to be sufficient in the coming years, or are we going to have to look at an adjustment in those benefit levels to keep this an attractive program for recruitment and retention?

Mr. CONTE. Is that question for me, Mr. Chairman?

Mr. PENNY. I guess I would ask that of all three of the witnesses.

Mr. BERTEAU. If I might, let me start out.

Mr. Chairman, we think at the current time the benefit is sufficient. In fact, the numbers speak to that. With the tremendous success we've had in the growth rates, in terms of those who do elect to enroll in the system, and even the success we had with the open window, where so many people reconsidered and decided to sign up at that point, we think it is sufficient at this time.

We recognize that the costs of college tuition are going up, and my personal opinion would be that we do need to periodically reevaluate that, not to the point where we index it because we don't want to provide an incentive for costs to go up and so on, but we have to watch that carefully and make sure that the benefit we're providing is, in fact, a sufficient motivation.

Mr. CONTE. I would like to second those comments.

On the Reserve side, as I indicated, all the components are achieving their end strength. Six-year contracts are growing significantly. Fortunately, attrition appears to be lower for those who participate in the GI Bill.

Now, it's true that $140 a month doesn't sound like much when you compare it to the active side. They are completely different programs, however. I agree with Mr. Berteau. I think it's something we need to watch carefully, and if we see a leveling off or a downward slope in those kinds of trends, I think we would have to take a closer look at the benefit levels.

Mr. PENNY. You indicate that attrition is lower for those who participate in the GI Bill. Has that also lowered your overall attrition rate based on the few years experience you've had?

Mr. CONTE. It has lowered the overall attrition rate for those members who are participating in the Montgomery GI Bill.

Mr. PENNY. Can you quantify that in terms of dollars saved, in terms of training costs? Clearly, if you keep people in, you're not then required to bring someone else in to replace those that have dropped out of the Reserve program.

Mr. CONTE. There is clearly a major benefit to lower attrition, Mr. Chairman. On average, between $16,000 and $22,000 is the cost of retraining an individual. The actual individual cost depends on the component and on the skill which you have to provide a replacement for. Those costs can be as high as $100,000, if you're talking about some very highly technical skills. But on average, I would say it's about $16,000.

Our data indicates that attrition is almost half of the rate of attrition for those who don't participate in the Montgomery GI Bill. If that lower attrition rate holds up, there would indeed be significant savings as a result of members participating in the GI Bill.

I can't give you a figure right now. When we get our data files improved, I will certainly make a stab at providing you a total dollar figure or estimate for the record, with the understanding that will be a rough guess. But I'm not prepared to do that this morning.

Mr. PENNY. Thank you.

Mr. Horton, do you want to respond to that?

Mr. HORTON. Mr. Chairman, as you know, we have proposed legislation under chapter 31 and chapter 35 recognizing the increased cost of education, recommending increases in those programs. The Administration at this time does not really have a position on the Montgomery GI Bill, which is, of course, structured somewhat differently in both the way it's funded and administered than the other two programs.

If you would ask my personal opinion, personally I would like to see an increase in the chapter 32 program, because that's the program my son is going to school under.

[Laughter.]

But there has been at least a 25-percent increase in the cost of training in school since the Montgomery GI Bill program started in 1985.

Mr. **Penny**. Thank you for that response. You can tell your son tonight that you gave it a try.

[Laughter.]

I have another question I want to get out of the way, and then I will ask Mr. Smith and the other members who are here for their questions.

Public Law 100-503, the Computer Matching and Privacy Protection Act of 1988, amended the Privacy Act of 1974 to regulate the conduct of computer matches involving records protected by the Privacy Act. In your view, does this act have any significant effect on the data exchanged between the Department of Defense and the Department of Veterans Affairs regarding eligibility for Montgomery GI Bill benefits?

Mr. **Horton**. We are in the process of getting an opinion from OMB as to whether this act applies to the Montgomery GI Bill and chapter 32.

Mr. **Penny**. If it applies, do you feel it would have an effect on the delivery of services to veterans?

Mr. **Horton**. If it does apply, it will have a severe impact on the program, both from an administration point and in the creation of overpayments. If this act does not apply, we will be able to receive information from DMDC that would result in an adverse action to a reservist. We can take that information in and take prompt action. Presently we will automatically suspend the account and automatically terminate the award if the person is no longer in the Reserve, based upon the information we get.

If this act applies to us, we will not be able to make prompt automatic terminations. In fact, we will have to continue to pay the benefits. At this time, our plans are to go to the reservist and tell him the information that we received, and tell him that if that information is incorrect, he should advise us, and after 30 days make the award adjustment. This will result in unwarranted overpayments to reservists that could not be avoided if we are forced to work under that system.

Mr. **Penny**. Do you concur in that, Mr. Berteau?

Mr. **Berteau**. Mr. Chairman, what Mr. Horton has described is accurate, to the best of my knowledge, in terms of what happens at the VA. In terms of the impact on the Defense Department, the act itself does not affect us. In fact, it doesn't affect the Defense Manpower Data Center's ability to provide the information to Veterans Affairs. It may well have that operational impact on the other side. But in terms of our own internal system, the procedures that we have worked out to comply with the Act, including the Defense Privacy Review Board that already existed, and for purposes of compliance with the act has that role, it will not affect our ability, not diminish our ability to actually provide in a timely way and in an accurate way the information to the Department of Veterans Affairs.

Mr. **Penny**. So it's on the receiving end and what they might have to do before they can utilize the information that's been made available.

Mr. **Berteau**. Yes.

Mr. **Horton**. I would make one minor correction to what he said, and that is that we would have to negotiate a new memorandum of understanding. But operationally, we can still receive the information. It's just that we can't act on it the way we can now.

Mr. **Penny**. Thank you.

Mr. Smith.

Mr. **Smith of New Jersey**. Thank you, Mr. Chairman.

I want to welcome our panel to the committee this morning. In many ways, this is a "good news" panel. We're hearing a great deal of good information about the success of the Montgomery GI Bill. It is certainly encouraging to hear that.

I do have a couple of questions with regard to H.R. 3199. Mr. Horton, you may want to answer these initially. First of all, in my conversations with some people, I have discovered there seems to be a misunderstanding as to whether or not H.R. 3199 is obligatory or discretionary. I want to make it very clear that the intent is to craft a discretionary program, to provide an additional tool to the Secretary so that he can target those vacancies, those areas where we have some gaps, and fill them, and also to provide an additional benefit to do that with the incentive provided.

In drafting the legislation, we consulted with legislative counsel, with our own counsel here on the committee, and there was agreement that this language is, indeed, discretionary, although again there seems to be this misunderstanding. Perhaps Dean Gallin, from DVA's General Counsel, might want to comment on the language itself.

Technically, is it discretionary or is it not, and if it is not, I want to assure the committee and our participants here this morning that it is my intent to make it that way. So, Mr. Gallin, maybe you would want to comment.

Mr. **Gallin**. Mr. Smith, I regret that my counterpart in the General Counsel's Office who is responsible for this subject matter couldn't be present this morning—I really regret that.

[Laughter.]

I would just venture the observation that you have made it very clear, I think, in your statement and in your comments this morning, that this, indeed, is intended to be a discretionary program. I am not really prepared to go over the language of the measure itself at this time, but there may be some ambiguity with regard to that intent. We would be pleased to work with you and the committee staff as a technical service to do what we can to clarify that.

Mr. **Smith of New Jersey**. Mr. Gallin, could I ask that the VA provide us with some modifications so that the intent is very clear as to what we want to accomplish here.

Mr. **Gallin**. We would be pleased to do that.

Mr. **Smith of New Jersey**. Thank you. I appreciate that. If that could be provided within a week or so, if that's not putting too much of a time constraint on you, I would appreciate it.

Mr. **Gallin**. We will do it.

Mr. **Smith of New Jersey**. Thank you.

Mr. **Horton**. Mr. Smith, as you know, we are not here this morning with a formal position on this. The position we developed was developed very quickly. I think at this time there is some open question as to how the program would be administered and so forth, as well as what our ultimate position might be. I would defer to Dr. Regan for any comments he might want to make on it at this time.

Dr. **Regan**. I think, assuming the other elements of mandatory entitlements and so on can be worked out, it appears to us in Academic Affairs and in the Department that it could greatly add to our recruiting capacity and could also enrich the Montgomery GI Bill program.

Mr. **Smith of New Jersey**. I appreciate that comment.

I'm assuming we will be able to work out language that provides for discretionary authority rather than mandatory, and we would appreciate it if the VA could provide us with your official view on the bill as quickly as possible.

Mr. **Horton**. We would be happy to do that, sir.

Mr. **Smith of New Jersey**. Mr. Horton, could you and Dr. Wyant, and perhaps Dr. Regan as well, update the committee as to what the current vacancies are in the various health care specialties? Is the 1988 survey still pretty much the way things are in the field?

Dr. **Regan**. Yes, sir. I think the figures that you gave in your opening remarks are still holding true. We currently recognize 17 health professional areas as shortage areas, and of those 17, 15 would be covered by the proposed legislation. Two, which are not degree programs, would not be covered, but the others would. They range all the way from nurses through nuclear medicine technologists, medical technologists, and the like.

Mr. **Smith of New Jersey**. Could you give us any disadvantages that you see relevant to the bill, as well as the advantages? Mr. Conte or Mr. Berteau?

Mr. **Berteau**. Mr. Smith, we don't see at the moment any specific disadvantages. Again, the Department of Defense has not taken an official position on it yet, but I think, in concept, we support the idea and clearly what you're aiming for is a very worthwhile goal.

Mr. **Conte**. I would second that. As far as we can determine from reading the bill, the Department of Defense would greatly benefit from this program to help solve or at least address some of our critical shortages in the medical professional field. However, since the program is to be funded and administered by the VA, we would really have to defer to them as to whether it should move forward or not.

Mr. **Horton**. The only objection that I see to the bill would be one of purely budgetary type problems. As far as administering the program, as I would understand it in the bill, it would give us no difficulties at all. We would administer it through our connections with DOD in the same way that we do any other Reserve bill, and the actual recruitment and so forth would take place.

Mr. **Smith of New Jersey**. So you don't anticipate problems in coordinating with DOD in terms of broadcasting what benefits are available?

Mr. **Horton**. No, sir.

Mr. Smith of New Jersey. That's because they could change from year to year over a short period of time.

Just one final question. Mr. Berteau, in your comment about the current benefit rate, you indicated that the high percentage of sign-ups would indicate that there is not that much dissatisfaction, and that may or may not be a good criteria, as you yourself acknowledged, I think. But have we received many complaints from people who are utilizing the benefits, that there are just not sufficient amounts of money to provide for their college?

Mr. Berteau. Mr. Smith, I'm not aware of any complaints that have been generated in that regard. I suspect, if we looked hard enough, we can always find somebody complaining about it. But I think you're absolutely right. We don't have a clear criteria that says how much is enough. But the evidence that we do have tends to support the belief that where we are right now is sufficient in that regard.

Mr. Smith of New Jersey. Thank you. Again, with modifications provided by the VA, we would very happily change the bill, if that's necessary, to make it crystal clear as to its intent.

Thank you very much.

Mr. Penny. Chairman Montgomery.

Mr. Montgomery. Thank you. I will be very brief, Mr. Chairman.

I want to thank Secretary Berteau for his testimony today. The cooperation has been great, especially relative to the GI Bill for the active duty. You've done a great job over there, and also in working with the VA. I want to compliment Dr. Dennis Wyant of the VA who heads up the Vocational Rehabilitation and Education Service. We have had few problems with implementing, and the complaints really haven't gotten up to me, so you both must be doing a super job in getting the moneys to these people. Just keep it up.

To Secretary Conte, you talked about the Reserve. You handle a lot of that. I have been disappointed in my own people, in the reservists. The percentage is not as high as for active duty, as far as signing up for the GI Bill. I am sure there are some reasons for that. But we seem to be moving ahead, if we can get the percentages up. If there's a way to do it in the Reserves, I would like to do it.

Your ads on TV are good for the Army. I saw the ad during the Monday night football game and I think it does help.

Mr. Penny. Thank you, Mr. Chairman. I appreciate your observations, and we do appreciate the testimony of the panel. I have a few other questions that I may want to present. I might call you back later or I might submit them in writing. But to expedite this morning's hearing, we're going to move on to the next panel.

I will ask my colleague, Mrs. Patterson from South Carolina, to chair the meeting and call the next panel forward. That will allow the rest of us to go make this vote on the House floor, and then we'll return.

Mrs. Patterson (presiding). As I'm sure you all know, we will be concentrating on the Montgomery GI Bill for the Selected Reserve during the remainder of the hearing. Accordingly, we will next hear from a panel representing the Selected Reserve components:

Maj. Gen. John Conaway, Vice Chief, National Guard Bureau; Brig. Gen. Roger Bultman, Deputy Chief, Army Reserve, testifying on behalf of Maj. Gen. Ward; Rear Adm. J.E. Taylor, Director of the Naval Reserve; Maj. Gen. Roger P. Scheer, Chief, Air Force Reserve; Maj. Gen. Edmund Looney, Assistant Deputy Chief of Staff for Manpower and Reserve Affairs, U.S. Marine Corps; and Rear Adm. John F. Faigle, Chief, Office of Readiness and Reserve, U.S. Coast Guard Reserve.

General Conaway, would you begin.

STATEMENTS OF MAJ. GEN. JOHN B. CONAWAY, VICE CHIEF, NATIONAL GUARD BUREAU

General Conaway. Thank you, Madam Chairman, and members of this subcommittee. It is a pleasure for me to be here representing the over one-half million men and women of the National Guard, both the Army and Air. I do express our appreciation for the outstanding support which this Congress and committee in particular has given us. Our ability to meet this country's high expectations of us is, in large measure, a result of the interest and genuine concern for our soldiers and airmen which you, the members of this committee, have demonstrated over the years. We appreciate it.

Lt. Gen. Herbert Temple, the Chief of the National Guard Bureau, is out of the country, but he sends his regards and thanks for the committee's support. So this duty falls to me as the vice chief.

Madam Chairman, I think you did a superb job in getting our names as well as you did for all of us coming from the Pentagon, except for our Coast Guard friend here.

It is a pleasure to discuss this Montgomery GI Bill. There is no doubt that this is the single most important, significant recruiting and retention tool that we have had in the last several decades in the National Guard. Due to the present challenges that we face in attracting and retaining over 570,000 quality personnel—and these are all category A drilling guardsmen and women that have to meet monthly and at least 15 days for annual training—we need to maximize the use of our incentive programs and, in particular, the Montgomery GI Bill.

We currently have 213,700 Army and Air National Guard members eligible for this program. We do have almost 74,000 participating, and that is 34 percent. We are trying to increase that participation. I know Chairman Montgomery is encouraging all of us to increase our participation. It is to our benefit. We are doing this through increasing advertising, some increasing of letters from the Chief of the National Guard to all of the States.

I have a couple of folders I would like to leave with you. I know you're from South Carolina, and I have one right here, and when you read this, you'll want to raise your right hand and join the Hawaii National Guard. I will leave the others here with you, too. Here is a copy of the letters that have gone out from General Temple to all the States.

We have done this to increase our participation, because like the other services, we find that the people that utilize the Montgomery

GI Bill, not only do we pick up an additional 6-year commitment on them, but they do tend to remain for the term for us and they become better citizens in "Hometown USA" as well as more capable and more qualified members of the National Guard. So I can assure you the directors of the Army and Air Guard will continue to urge maximum use of this program, and we will continue to push forward.

I thank you for the opportunity to be here, and I would like to respond to some of your questions on what else we may be able to do with it, with your great support in working on such things as less than half-time, where we could go to school, and helping with some of the other areas like the vo-tech that may come into being for us to be used as well. Thank you for your support.

[The prepared statement of General Conaway appears at p. 87.]

Mrs. **Patterson**. Thank you.

At this time we will hear from Brig. Gen. Roger Bultman.

STATEMENT OF BRIG. GEN. ROGER C. BULTMAN, DEPUTY CHIEF, ARMY RESERVE, ON BEHALF OF MAJ. GEN. WILLIAM F. WARD, CHIEF, ARMY RESERVE

General **Bultman**. Thank you, Madam Chairman, and members of the committee. It is a pleasure to be here this morning to discuss the Montgomery GI Bill.

The Montgomery GI Bill is one of the Army Reserve's most significant programs designed to enhance recruiting and retention in the Army Reserve. Army Reserve soldiers have been enjoying the educational benefits of the Montgomery GI Bill since July, 1985, when the test period for the bill began. I am pleased to say that since General Ward's previous testimony before this committee, the number of Army reservists who use the GI Bill has continued to grow.

Based upon our June 30, 1989 statistics, of the approximately 68,000 Army reservists eligible to use the Montgomery GI Bill, about 25,000, or 36 percent, are actually participating. To date, a total of about 35,000 Army Reserve soldiers have received Montgomery GI Bill benefits since this program's inception in 1985. The reason the number of participants is increasing is the considerable emphasis that the Army Reserve has placed on making the Montgomery GI Bill management efficient.

First, we have increased Montgomery GI Bill publicity by utilizing existing command information bulletins. A series of lengthy articles on the bill is reaching nearly 600,000 reservists. The publicity includes descriptions of the benefits to which soldiers are entitled and outlines the procedures intended to preclude any administrative confusion with the soldier.

Further, there is an intensified effort to train incentive managers throughout the Army Reserve structure. Training seminars are held quarterly to train the managers of this program. In addition, training programs are being expanded to better inform the unit level personnel of these benefits.

Lastly, an exhaustive effort is underway to improve the U.S. Army Reserve Montgomery GI Bill data base. Part of the improvements include the ability to make instantaneous corrections. The system allows corrections to be made to the data base almost immediately when errors are identified.

Madam Chairman, this concludes my prepared remarks. I will be happy to answer questions from you or the committee members.

[The prepared statement of General Ward appears at p. 90.]

[The prepared statement of General Bultman appears at p. 93.]

Mrs. Patterson. Thank you very much.

We will proceed on with Rear Adm. J. E. Taylor.

STATEMENT OF REAR ADM. J. E. TAYLOR, DIRECTOR OF NAVAL RESERVE

Admiral Taylor. Good morning, Madam Chairman. I am particularly pleased at this, my first opportunity to appear before Congress as the Chief of Naval Reserve, on this issue, which is of such great benefit to our members. The Naval Reserve greatly appreciates the support that you have provided.

My predecessor, Rear Adm. Neale Smith, and his deputy, Rear Adm. Tom Hall, both testified before this subcommittee on previous occasions and reported on the positive effects of the Montgomery GI Bill on recruiting and retention. I can assure you that we see these benefits continuing and also increasing over time. Many of those entering the Naval Reserve choose 6-year contracts specifically to qualify for the Montgomery GI Bill. The greater number of 6-year contracts has improved the retention of quality members and improved our readiness. To optimize the benefits of this program, we utilize promotional efforts beyond the National television advertisements.

The administration of the Montgomery GI Bill within the Naval Reserve has progressed beyond the initial challenges of data collection and expediting corrections. We have improved the identification of unknown eligibles by 76 percent in the last year, and improved by 28 percent the accuracy of data provided by the field. We are now looking at ways to further refine the quality of data used to administer the program and to prepare for the growth and changes that most likely will occur.

Madam Chairman, this concludes my comments. My full statement has been submitted for the record.

[The prepared statement of Admiral Taylor appears at p. 95.]

Mrs. Patterson. Thank you very much, Admiral.

Our next panelist will be Maj. Gen. Roger Scheer.

STATEMENT OF MAJ. GEN. ROGER P. SCHEER, CHIEF OF AIR FORCE RESERVE

General Scheer. Thank you, Madam Chairman, for the opportunity to appear before the subcommittee. Again, I would like to echo our appreciation for the outstanding support that we've gotten from the committee, subcommittee, and the Congress in all our Reserve programs. In particular, we appreciate your support of our educational programs.

Again, as you have heard, the Montgomery GI Bill has been a singularly important recruiting and retention tool for us. We measure that through our manning retention and the quality of our people. In all categories, we're at an all-time high. It all boils down to readiness, and the Air Force Reserve has never been as ready as it is today.

In a recent Air Force Reserve retention survey, we asked our people what area is most attractive to them, and in a third of the cases, the Montgomery GI Bill was cited as their primary reason for either being retained or recruited into the program.

When you consider that most of our people are using the MGIB less than full time and are gaining less than $100 a month from this program, it is really one of the best bangs for the dollar I think we have today.

Again, as you have heard, we are using similar approaches to make sure we get the word out to all of our people on the benefits of this program, advertising it in every way possible. We recognize Chairman Montgomery's concern here. I would like to point out that our numbers probably will be a little different than the Active Force. The Air Force Reserve is made up of 25 percent nonprior service people, and the other three-fourths are prior service. The propensity for the prior service individual to use the GI Bill when they get off of active duty does not appear to be as high as it is for the nonprior service. So I think that tends to lower our participation somewhat, however, it doesn't lower it in importance to us. As I mentioned, we are going to be using every effort, as we are today, and continue that in the future to bring this benefit to everybody.

Again, thank you for the opportunity, Madam Chairman.

[The prepared statement of General Scheer appears at p. 98.]

Mrs. PATTERSON. Thank you.

Next we will hear from Maj. Gen. Edmund Looney.

STATEMENT OF MAJ. GEN. EDMUND P. LOONEY, JR., ASSISTANT DEPUTY CHIEF OF STAFF FOR MANPOWER AND RESERVE AFFAIRS, U.S. MARINE CORPS

General LOONEY. Thank you, Madam Chairman.

It is, indeed, an honor to appear before the committee this morning to provide a status on the Marine Corps' views and implementation on the effectiveness of chapter 106 of the Reserve Montgomery GI Bill.

As stated by other witnesses, chapter 106 is really a valuable tool for our recruiting. It is especially attractive to current college students and it is a significant contributor to the high quality of people that today we have joining the Marine Corps Reserve.

In the nonprior service category, the percentage of 6-year contracts has increased from 83 percent in fiscal year 1986 to 91 percent thus far in fiscal year 1989. It has also helped, we feel, to increase the quality of our new accessions to 98 percent of high school graduates.

Currently, we have 17,600 Selected Marine Corps reservists eligible for chapter 106 benefits out of a total population of approximately 39,000. Of these eligibles, approximately 9,500 have thus far applied for educational benefits with the Department of Veterans Affairs. We have promoted chapter 106 in printed literature, advertising through our recruiters and career planners. Administration of the program continues to be refined and we are working to improve the quality of chapter 106 information in the data base and speed up our eligibility coding.

In April of 1990, we will have a systems modification in place that will cause reservists' records to be automatically coded as eligible when they meet all the requirements for chapter 106. This system will simultaneously pass eligibility information to the Defense Manpower Data Center and a message to the individual's unit, telling them to issue a notice of basic eligibility. We expect this modification to significantly improve our accuracy and speed up eligibility coding.

Mr. Chairman, this completes my prepared statement. I thank you once again for the opportunity to appear before this subcommittee and would be pleased to answer any questions.

Mr. PENNY (presiding). Thank you.

Admiral Faigle.

STATEMENT OF REAR ADM. JOHN N. FAIGLE, CHIEF, OFFICE OF READINESS AND RESERVE, U.S. COAST GUARD RESERVE

Admiral FAIGLE. Mr. Chairman, members of the subcommittee, I am very pleased to appear before you to report on the implementation and effectiveness of the Montgomery GI Bill in our Coast Guard Reserve.

Fiscal Year 1989 has seen a number of enhancements in the Coast Guard Reserve administration of the MGIB, primarily through automation which collectively has resulted in a markedly improved quality of service to each Reservist, while significantly reducing the time to verify eligibility. These enhancements have contributed significantly to developing the MGIB as an important tool in attracting young people to the Coast Guard Reserve. The cooperation we have received from the Department of Veterans Affairs has been exemplary. Our experience with the VA has been one of complete cooperation towards the mutual goal of service excellence to the Coast Guard Reservist who prizes his military participation more highly and also is a more productive and better educated citizen.

Finally, we in the Coast Guard and Coast Guard Reserve applaud your recognition of the need for the MGIB and are appreciative of your ongoing support. This bill has contributed immeasurably to the great military tradition and sense of patriotism of the citizen soldier.

This concludes my opening statement. Thank you very much, Mr. Chairman.

[The prepared statement of Admiral Faigle appears at p. 99.]

Mr. PENNY. Thank you very much. I appreciate all of your testimony.

The hearing this morning, as you know, is designed for us to identify if there are any concerns or problems with the GI Bill as currently structured. I asked the preceding panel about the benefit levels and whether they felt that some adjustment might be necessary. Do any of you have any recommendations or observations on benefit levels?

General CONAWAY. I might comment from the National Guard standpoint. Personally, from what we hear out in the field from the

Army and Air National Guard people is that obviously they are most appreciative. There are a lot of youngsters going to school that otherwise could not go to school. A lot of the enlisted people that are trying to get a skill qualification are going to vo-tech schools and they would appreciate anything that would happen there, although it does have to be paid for in some way, and we're aware of that, with vo-tech added. But the amount of $140 for full-time guardsmen or reservists, or $70 for half-time, or $35 for less than half-time a month, is getting lost in the increasing costs of going to school.

I know that is the maximum now for the Guard and Reserve. I think it's $300 for active duty people, and they participate. But somewhere down the road—and we will have to figure out how we pay for it—we're going to have to get up closer in the neighborhood of, in their opinions and my opinion, of $200 a month approximately for guardsmen or reservists and $400 for active duty.

Now, I know that adds a tail to it, but the payback to this country and the payback we're seeing to our increased readiness in the Guard and Reserve, which is hard to quantify exactly how we save in this, but we are saving money and the country is training technicians and people for the future like we have not done since after World War II and after Korea, in my opinion, and that's what I'm seeing across the country.

Mr. PENNY. Thank you, General. As you are aware, we are moving legislation on a separate track to deal with the vocational technical training for reservists and Guard members. I understand a subcommittee of Armed Services has taken action on that legislation. We hope that will be achieved before the end of this session.

Do any others want to comment on the benefit levels?

General SCHEER. Yes, Mr. Chairman. I agree with John on that. The majority of our people are on half-time. I frankly am amazed that the $70 a month has been the big recruiting and retention tool it has. I think it's a real tribute to people who desire an education that they would look at it this way. But I do think in the future there will have to be some upgrades made.

General LOONEY. I was just going to say that I think my friends in the light blue have done very well and I would just concur in everything that's been said.

Mr. PENNY. We also allow, under a provision of Public Law 100-689, participation in an education program on a less than half-time basis. What have you done to promote awareness of that and to what degree are your education participants utilizing that opportunity?

General CONAWAY. From the National Guard's standpoint, the greatest utilization is still the full-time students. They are over half, probably 60-some-odd percent of our 73,000 Army and Air National Guard that are utilizing it that are full-time. Then there's about 30 percent that are using it half-time, the $70 a month, and then we're only at about 3, 4 or 5 percent right now using it less than half-time—that is, taking maybe one course at night school in addition to working their full-time job and doing their Guard unit training assemblies that they have to do. But it is the first year since we've got the bill that we've tried that, so it's in our pamphlets that we're putting out and we're trying to educate them through our education and training offices as well as our recruiting offices, that this is now available to them.

General **Bultman**. Mr. Chairman, from the Army Reserve perspective, we have found that that MGIB participation has increased as we have advertised the program through the "Army Reserve" magazine and our Commander's Notes mailings. As we train the administrators of the program and get it out in our advertising, participation is picking up. Some of the growth that we have in the program is the less-than-half-time student. It's another option that recognizes people who are advancing themselves in their life, but slower, than the full-time students. I think it's a very important part of the program and should be continued.

Admiral **Taylor**. Mr. Chairman, when this provision of the bill was passed, we in the Navy distributed it to all of our commands, to the Naval Reserve Force, what we call a message or an electronic telegram to advise them of these new benefits. At the field activities, this information was put out in Plan of the Day notices and different pamphlets and pieces of paper. We continue to advertise all the benefits of the Montgomery GI Bill.

In addition, we have what we call assist teams that we send out to those Reserve and Readiness Centers which primarily assist them in what we see them making a high degree of errors in their input data. At that time we will utilize these teams to advertise and tell them the provisions of specifically this one with regard to half-time or less.

I would have to agree with General Conaway, that the majority of our users are the full-time users. We see about 3 percent of our personnel using less than half-time.

Mr. **Penny**. General?

General **Looney**. Yes, sir. We did send a message to all Marine Corps Reserve commands, notifying them of the change, directing them to notify all their people. Additionally, the change was published in command newsletters and publications, and additionally, the changes were made in the GI Bill fact sheet that we provide to all our recruiters.

I don't have the figures, but I assume the majority of our people are in the full-time program. I will provide those figures if you so desire.

Mr. **Penny**. Admiral?

Admiral **Faigle**. Mr. Chairman, I just want to comment very briefly. The track record of our Coast Guard Reserve runs very similar to those of our fellow services. I might comment, though, that the primary interest in the program on the part of our reservists is for the full-time tuition. Since the bill was initiated, we have seen a marked increase in the number of people not only eligible but who have availed themselves of this particular program. In 1986, we started 215 in the program. This year, which is not completed quite yet, we are up to 1,188. This represents about 25 percent of those Coast Guard reservists who are eligible for the program. So, it is obvious that this has been very instrumental as a retention and recruiting tool.

I just wanted to draw that fact to your attention.

Mr. **Penny**. Thank you.

My last question I will direct to General Scheer. I noted in the statistics for active duty that the Air Force had the lowest percentage participation in the GI Bill. The statistics I have seen as of September of 1988 indicate that the Air Force in the Reserve area was also falling behind the other branches in participation in the GI Bill.

Do you feel this is a problem in terms of the information and the effort made in promoting the program, or is this a statistic that is attributed to the nature of the recruits you have, in terms of the training they might already have before they come in which would make this a less attractive feature of their enlistment?

General SCHEER. Yes, I think the latter is probably the reason. So far in 1989, the applicants for the Montgomery GI Bill in the Air Force Reserve and Guard is about the same. I know it's lower than the other services overall.

As I mentioned, at least in the Air Force Reserve, three-quarters of our people are prior service individuals. When they leave active duty, they perhaps have their employment a little bit more squared away; they know what they're going to do. As far as what education they desire, many of them have completed that already, or have decided not to take it any further. So I don't think we will ever get to the numbers that we see for the other services.

I can't overemphasize the great tool it has been for our nonprior service enlistees. There's still a good number of people that really get a lot out of this.

Mr. PENNY. Thank you, General.

Mr. Smith.

Mr. SMITH OF NEW JERSEY. Thank you, Mr. Chairman, and welcome to the panel.

I have seen some preliminary statistics that would suggest, if H.R. 3199 were to be passed and a program were to be set up by the Secretary, that about 1,600 reservists would use the benefit in fiscal year 1990 and 2,000 would use it in fiscal year 1991 and beyond for each year thereafter.

Being very aware of the Chairman's admonishment earlier about accepting participation rates and to be very aware of that, I was wondering if you gentlemen could speak to the issue of H.R. 3199 as a recruitment tool for the Reserves. Do you think it has some advantages; do you think it would be worthwhile? What is your personal opinion on this?

General SCHEER. Mr. Smith, in my personal opinion, it has got to be a valuable recruiting and retention tool. In the medical areas, as you know, it's an extremely difficult situation to try to attract the numbers that we need.

We don't have an official position on this and, therefore, no prognosis of what it might do. But if we extrapolate from what the stipend programs have given us so far in the medical area, we have to assume that this would have a similar positive result.

General CONAWAY. From the National Guard's standpoint, it would have a positive impact on both the Army and the Air National Guard, no negatives at all. There is a great increase in the amount of medical personnel and medical units that the National Guard is asked to fill, to be available for mobilization. Obviously, those people, if they're in the VA world working or using that, they would have to be available to us upon mobilization because they would have to be members of the National Guard or the Reserve in order to utilize this. Other than that, it could be a great enhancement for filling up our ranks.

General BULTMAN. Mr. Chairman, the Army Reserve having the largest portion of the medical skills for the Army, has a great desire and a great need for something of this magnitude and feels it would have a very positive impact on the Army and the Army Reserve specifically.

However, cost is but one of those things that has to be examined. Of course, we would also have to study the impact of the required DVA employment upon Reserve duty and examine the trends. We wouldn't want to do anything that would adversely affect on our retention of medical professionals which is a very serious issue. However, on the surface, it looks like a good program that should be supported.

Mr. SMITH OF NEW JERSEY. If you could look into it and assess the impact, that would be helpful.

Admiral FAIGLE. Mr. Smith, because of the small number of those people in the Coast Guard Reserve who are associated with our health benefits program, the overall impact of H.R. 3199 might not be that significant to the Coast Guard. But I would say, though, that overall it is in the spirit of the MGIB and, therefore, will have a spillover effect which will demonstrate to all of our reservists the concern that Congress has for our health benefit program.

General LOONEY. Mr. Smith, I would like to defer to Admiral Taylor, since the Marine Corps relies on the Navy for our health care professionals. But the Marine Corps has no objection to the basic premise of H.R. 3199.

I would also say I think if the VA believes the amendment would improve their posture in health care, it would certainly benefit the Marines and former Marines.

Admiral TAYLOR. Mr. Smith, we have taken a look at the bill superficially and on the surface it looks like one we could support. Certainly I personally believe it would be a valuable recruiting tool in those areas where we're significantly short, in the health care professionals.

There are some areas of concern that I have. I would have to echo General Conaway's concern with the Guard to the availability of Selected Reservists in the event of recall under Code 673 Bravo, our full mobilization. Their first allegiance would have to be to the Selected Reserve.

Mr. SMITH OF NEW JERSEY. That's an excellent point. The legislation is silent on mobilization, but the assumption would be that the Administrator, again having the discretion, could promulgate a rule or regulation that would cover that. But that's a valid concern and something that needs to be looked at.

Admiral TAYLOR. Certainly, at first look, it looks good to us.

Mr. SMITH OF NEW JERSEY. Thank you.

I yield back the balance of my time.

Mr. PENNY. Chairman Montgomery.

Mr. MONTGOMERY. Thank you, Mr. Chairman.

I want to thank our Reserve chiefs for being here today. On the Armed Services Committee we're very pleased that we get authorization for equipment for the different Reserves and National Guard, that the House totally supported. I hope that we can keep this in place on the Senate side. Not only, Mr. Chairman, do we need incentives for the reservists, but certainly they need the equipment to get the job done. So it's not over with. It passes in the House and then you certainly have to do some work over on the Senate side, if you can, if you're permitted informally. Any way you can help us, it is important.

Having complimented you, I want you to take another look at your figures on signing up for the GI Bill. I know you have some problems. Some of the people that you get in maybe have already received an education that this bill will cover. We think in the authorization military bill that we will be able to implement the vocational and technical on-the-job training which should help the reservists. We think that will fly and will stay in the authorization bill.

I guess this will help the Army Reserve, is that right?

General BULTMAN. Absolutely, Mr. Chairman. I think the whole idea behind the Montgomery GI Bill is to aid the recruiting of soldiers and to help us maintain our end strength. It is something that we definitely welcome.

General SCHEER. Mr. Chairman, in our surveys with our enlisted folks regarding the current bill, the single most frequent comment we get on "if you could change it, how would you do it?", the vocational area comes up.

General CONAWAY. In the National Guard area, Army and Air, for both, sir, vo-tech is a big one in the surveys, in addition to increasing the benefit dollars because of the great growth in the cost of going to universities that I mentioned earlier.

There is a large percentage we have in the National Guard that already have college degrees. The vast majority of all of the officers, almost 100 percent in the Air Guard and 90-plus and not quite as high in the Army Guard, they already have degrees so they're not eligible for this. Of course, graduate study availability would help them. But vo-tech for our enlisted personnel, that have to get MOS qualified in certain technical skills, as all the other services do, and our Air Force specialty codes on the air side, can really help these youngsters that want to get in and want to learn a skill that is needed in their community. We can save money ultimately—we've got to get our arms around this—by saving some of the technical schools that we have because you can task a skill level test on the job in Guard units, and the Air Guard particularly, take them and move on up with what you have with your outside training, your outside job, and your outside educational skills that you've learned.

Mr. MONTGOMERY. We passed through the Chairman's subcommittee here and the full committee, we passed the graduate degree program and vocational education. The graduate study was dropped on the other side. You know, somewhere down the line you're going to have to work on the Defense Department and see if the graduate degree program is really needed. If it is, then I think we might be able to get it.

General CONAWAY. From our standpoint right now, if you're going to have anything, vo-tech is the main one. That's where the largest group of youngsters are that need it. No doubt graduate studies would help with retention of officers.

I'm sitting here as a good example of one who may not have been able to get a master's degree back when I was commanding the Kentucky Air National Guard, without access to the GI Bill from the Vietnam callup that we had, because raising a family at that time and with kids in school, I could not have afforded it. I got a master's strictly from the GI Bill myself.

Admiral **FAIGLE**. Mr. Montgomery, I would just comment that, clearly any kind of education to our people enhances their professional credibility as well as their ability to perform their work. But, I think that because of the nature of the service and the technological base, we need to go ahead; to include the vocational side in the bill will certainly help us, because those are some of the skills our services badly need—welders, electricians, et cetera.

That's the only comment I wish to make. Thank you, sir.

Admiral **TAYLOR**. Mr. Montgomery, as my predecessor, Admiral Smith, testified before this committee earlier, we generally support vo-tech training. If it can be targeted, we think that would be a valuable retention tool and would greatly help our readiness, also.

General **LOONEY**. The Marine Corps also, sir, supports the vo-tech training. I think offering it could increase our already high numbers of 6-year enlistment contracts and continue to increase the high caliber of the individual we're recruiting.

I might add, though, that associating it to one military skill is not a requirement under chapter 30. I would think, in keeping with the total force policy, we might be better off keeping the programs consistent between the active and the Reserve. I would just suggest that.

General **BULTMAN**. In the Army Reserve, just to follow on the vo-tech issue, with the modernization of the Reserve forces and their equipment, vo-tech training becomes that much more critical, especially in the enlisted area. Regarding advanced degrees, of course, the biggest question is affordability. Since the Army Reserve has the largest portion of medically skilled professionals in the Army, the advanced degrees for medical professionals might be something that would be very rewarding for the Army Reserve if it's affordable. However, I can't say enough about the vo-tech idea, especially in the enlisted field.

General **CONAWAY**. Mr. Chairman, if I might add one other thing maybe for all of us, at least speaking for the National Guard, as we're going through a lot of budget readjustments, in the Pentagon there's a lot of look-see at what additional can be done with the National Guard and the Reserve. You know, shall we say we literally drank from our saucer because our cup overfloweth in terms of missions that we're committed to and where we train around the world today. We see that actually increasing, with the budget deficits and the problems that we have as we sit and try to work the issues.

We all stand ready to do whatever the American people and the Congress and our Commander-in-Chief wants us to do. But we see in looking at history that our role is going to get bigger. If our role continues to grow in importance, whether it's supporting the war on drugs, which we're all doing—and the Coast Guard does a magnificent job, as we're seeing in the National Guard in working with them on almost a daily basis—but in other areas around the world, whether it's an alert in Central America or Europe or the Pacific or Southwest Asia, that they want the Guard and Reserve present alongside the active duty forces. We're going to need all of these educational and recruiting and retention and training tools that you can possibly help us with.

It's good for America. It's going to be good to help us retain the strength and readiness. It's going to be needed for us to maintain the force that the American people expect us to have.

Mr. **Penny.** Mrs. Patterson.

Mrs. **Patterson.** I regret that I have to leave, but a question that kept coming up in my mind as we talked about the percentage of participation is, if you all do have in your statistics, I would be curious at looking at the participation among women and to see if there is some possibility of why maybe women aren't signing up for the availability of the program. That's just from my standpoint. I know that's a small percentage, but I would be interested in seeing how many of our women take advantage of this because I want to make certain they do continue their education and advance their opportunities. So if you would make those available to me, I would be curious.

General **Conaway.** Yes, ma'am. We will get that. I think offhand their percentage, although they run about 11 percent of our force in the National Guard, I estimate their percentage will run higher.

Mrs. **Patterson.** Very good.

Mr. **Penny.** If there are no further questions, we thank this panel for their participation this morning.

We will call our final panel forward: Maj. Gen. Charles Kiefner, president of the National Guard Association of the U.S.; Colonel Judson Lively, retirement director, Reserve Officers Association of the U.S.; Sgt. Maj. Jim Hendricks, executive director, Enlisted Association of the National Guard; Robert Nolan, national executive secretary, Fleet Reserve Association; and Maj. Gen. William Berkman, Military Executive of the Reserve Forces Policy Board, Office of the Secretary of Defense.

We will begin with General Kiefner.

STATEMENT OF MAJ. GEN. CHARLES M. KIEFNER, PRESIDENT, NATIONAL GUARD ASSOCIATION OF THE UNITED STATES

General **Kiefner.** Mr. Chairman, the National Guard Association of the United States deeply appreciates being included in this panel. I feel that I can speak for all National Guardsmen when I say that the Veterans' Affairs Committee and, indeed, the Congress, have our gratitude for the fact that we do have the Montgomery GI Bill.

We wholeheartedly endorse your ongoing effort to expand the vocational training and would ask that you consider the continued study of inclusion of the higher education benefits. Anything we might do to assist in that area, we would be happy to.

Mr. Chairman, as the Adjutant General of Missouri, I have somewhat of a unique opportunity that some of your other witnesses haven't had. I am out in the field where all this is going on and I see it happen day to day. I am here to tell you that the GI Bill is a alive and well in the National Guard. As a matter of fact, in my State we're above the national average in those participating. I think that it can be said it's the finest tool that we've ever had for recruiting and retention.

I would also say that we do have and have experienced a few problems in the length of time required to ensure that a person is eligible, but as I heard earlier today, that is being worked on so hopefully that will be behind us.

Sir, our written statement includes a more formal presentation and that's all I have to say. If you have any questions, I would be glad to answer them.

[The prepared statement of General Kiefner appears at p. 102.]

Mr. PENNY. Thank you for your testimony.

I would next ask Colonel Lively for his statement.

STATEMENT OF COL. C. JUDSON LIVELY, USA (RET.), RETIREMENT DIRECTOR, RESERVE OFFICERS ASSOCIATION OF THE UNITED STATES

Colonel LIVELY. Thank you, Mr. Chairman, and distinguished members of the committee. ROA appreciates having the opportunity to be with you today.

As many of you know, we worked long and hard with you years ago to get the Montgomery GI Bill. You heard from the macro point of the Reserve chiefs, from their level, on how it's working. I can assure you, from the ROA service directors—General Picus of the Army, Commander Legg from the Navy, Colonel Palmer from the Air Force—when they're out visiting units in the field and talk to the new enlistees, one of the most frequent responses to "Why did you join the Reserves?" is the Montgomery GI Bill. We really appreciate it. Thank you.

We are glad to see the HASC version of the authorization bill with vo-tech in it. We have a resolution that supports that, as well as graduate training, which is part of my written testimony.

Also, the HASC authorization bill recognizes the erosion in purchasing power of educational dollars. You will notice that the Army College Fund is recommending an increase from $400 to $700 per month. We would like to suggest that the committee take that into consideration in reviewing the basic amounts of the Montgomery GI Bill. Since before 1985, when these dollar figures were arrived at, there has been a good bit of erosion particularly in the cost of higher education. You may want to take a look at some formula, either CPI related or special rates that respect the inflation in higher education costs, and see if you want to build something in to protect the purchasing power of the MGIB.

Lastly, regarding H.R. 3199, ROA does not have a resolution specifically addressing that, but we do have many resolutions addressing the need for adequate health care, both within the military establishment and within the Department of Veterans Affairs. This looks like it would help, so we would support it.

Thank you, Mr. Chairman.

[The prepared statement of Colonel Lively appears at p. 107.]

Mr. PENNY. Thank you for your testimony.

Sergeant Major.

STATEMENT OF SGT. MAJ. JIM HENDRICKS, EXECUTIVE DIRECTOR, ENLISTED ASSOCIATION OF THE NATIONAL GUARD OF THE UNITED STATES

Sergeant Major **Hendricks**. Mr. Chairman and members of the subcommittee, on behalf of the members of the Enlisted Association of the National Guard, and in the interest of all members of the Selected Reserve, I would like to express our appreciation for the opportunity to address the expansion of the Montgomery GI Bill and our appreciation for the supporting language already contained in this year's defense authorization bill.

I appear before you having recently returned from our 18th annual national conference in Reno, NV, where the amendment of chapter 106, title 10, to provide educational benefits to the Selected Reserve which emulate those of chapter 30, title 38, was approved unanimously as our number one legislative priority.

As our Nation's reliance on the Guard and the Reserves continues to increase, we believe it is vital that the potent recruiting and retention value of the Montgomery GI Bill be made available to all members of the total force. With the new and ever-expanding roles and missions of the Guard and Reserve, coupled with advancements in technology and a shrinking manpower pool, these incentives will be necessary if we are to compete with the civilian sector for the high quality personnel we will require to man the Guard into the next decade.

According to the Hudson Institute, we are entering an era of profound demographic change in the work force of the United States. To paraphrase from the Hudson Institute study entitled "Work Force 2000", work force growth is projected to decline from nearly 3 percent during the 1970's to slightly more than one percent in the 1990's. Secondly, over the next decade, conservative estimates reveal a 20-percent decline in the 18–24 year old entry-level labor pool. To make matters worse, the number of candidates who specifically lack the education to qualify for skilled positions, coupled with others who are eliminated due to drug or substance abuse, further decreases the size of this entry level labor pool.

The Armed Forces, Active and Reserve, are already facing increased competition within the civilian sector for a declining number of highly qualified young men and women. Programmed growth in the Guard and Reserve over the next 5 years will require us to respond in more enlightening ways to the changing demographics of our labor pool. Many corporations have already recognized and taken the necessary steps to fulfill the educational and career goals of the young men and women we must both compete for, and if the Armed Forces are to attract and retain the quality personnel needed, we will have to follow suit. Distinctly enhanced incentives are going to be required to motivate young men and women to forsake the safety and security of home, family and friends, to volunteer for the rigors of basic training and the demands and sacrifices of military service. Furthermore, to attract and retain sufficient manpower in combat skills, which have a minimum marketability in the civilian work force, alternative means must be made available for these individuals to acquire or develop a marketable skill in the civilian sector. We believe H.R. 1358 and H.R. 3199 are two of those programs.

Clearly, the impact of the Montgomery GI Bill in terms of its value in recruiting and retention requires no testimonial. But I would like to share with you the value of educational programs, and although there are many success stories within the National Guard in recruiting and retention, I will use the State of Alabama as an example.

Prior to the introduction of the Montgomery GI Bill, recruiting was at 70 percent. Only 48 percent of all new accessions were nonprior service, with an average Armed Forces qualification entry score of 42. At the end of 1988, nonprior service accessions were up to 81 percent, with an entry level score of 62. True, the near term benefits of the Montgomery GI Bill are in terms of military recruiting and retention, but we believe to look upon the Montgomery GI Bill simply in terms of its value to the military is perhaps somewhat short-sighted. With a major portion of the enlisted population of the National Guard in the blue-collar areas, we believe it also represents an investment in the technological edge of America in the world marketplace.

In closing, I would like to express our gratitude for the opportunity to share views on a matter we believe of vital importance to the future of the Guard and to the future of the professional lives of the citizen soldiers. I would like to express my appreciation for the opportunity to assist your committee in the important work it's doing.

[The prepared statement of Sergeant Major Hendricks appears at p. 110.]

Mr. **Penny**. Thank you very much.

Mr. Nolan.

STATEMENT OF ROBERT W. NOLAN, NATIONAL EXECUTIVE SECRETARY, FLEET RESERVE ASSOCIATION

Mr. **Nolan**. Thank you, Mr. Chairman.

Last fall the Fleet Reserve Association initiated a new program to inform active duty personnel regarding legislative issues directly affecting them as military personnel. Our program is based on a legislative seminar in which I address a volunteer audience for approximately 1 hour, and I explain the legislative issues of the day and what the members of the audience, as individual citizens, can do about influencing the issues.

We tested our plan here locally in January, 1989. During the next 6 months, I visited 29 military bases and made 45 presentations to a collective audience of over 5,000 active duty attendees. I spoke at bases in San Diego, Long Beach, San Francisco Bay area, Puget Sound, Great Lakes, IL, Memphis, TN, and the Charleston, SC area. My presentations were followed by a brief question and answer session. I assure you that, based on this experience, I did not receive a single negative comment or question regarding the provisions of the Montgomery GI Bill. In fact, quite the opposite was true, as the senior enlisted petty officers and noncommissioned officers complimented Chairman Montgomery and this committee for its successful role in achieving the passage of the Montgomery GI Bill.

Based on that experience, I feel that the active duty community, Navy and Marine Corps, is satisfied with the bill's provisions.

On the other hand, everywhere I have been, I have received questions as to what is being done to extend the termination date of 31 December, 1989, for gaining educational benefits under the old GI Bill. I can state that all mail I received regarding the GI Bill has dealt with the deadline date, and this mail has been very heavy this year.

H.R. 2192 would extend the period in which a cold war GI Bill education could be pursued. It would extend it for a period of 60 months or until 30 June, 1993. H.R. 2192 also retains the 10-year time limit. Those who separated earlier will not be given more than 10 years to use their benefits.

The Fleet Reserve Association wholeheartedly endorses H.R. 2192's passage. We recognize the fiscal restraints on our national budget, and we acknowledge the other pressing needs of veterans. However, we do not believe it is asking too much to afford the last veteran affected—the one discharged June 29, 1988—an equal opportunity to use his earned educational benefits under the cold war GI Bill.

In conclusion, Mr. Chairman, we appreciate this opportunity to present our views in this democratic forum. On a personal note, I have had the pleasure of working with this committee since it was chaired by the late Chairman Olin Teague of Texas. Your members have always received the FRA's views with serious and sympathetic consideration. You have always been consistent in meeting the needs and resolving the problems of veterans. As one citizen who has been directly involved in veterans' affairs for 27 years, I warmly applaud your deliberations and sincerely appreciate your achievements on behalf of my shipmates.

Mr. Chairman, I remain, as ever, in loyalty, protection and service. Thank you very much.

[The prepared statement of Mr. Nolan appears at p. 120.]

Mr. PENNY. Mr. Montgomery.

Mr. MONTGOMERY. Shipmate Nolan, is this officially your last time to testify before this committee?

Mr. NOLAN. Yes, sir. I leave for the National convention tomorrow morning, and next week at this time I'll be out of a job.

Mr. MONTGOMERY. Mr. Chairman, I think we ought to applaud him for the wonderful years he has given us.

[Applause.]

Mr. NOLAN. Thank you, Mr. Chairman.

Mr. PENNY. Thank you for your testimony.

General Berkman.

STATEMENT OF MAJ. GEN. WILLIAM R. BERKMAN, MILITARY EXECUTIVE, RESERVE FORCES POLICY BOARD, OFFICE OF THE SECRETARY OF DEFENSE

General BERKMAN. Thank you, Mr. Chairman, and members of the committee.

On behalf of Chairman Will Hill Tankersley and the members of the Reserve Forces Policy Board, it is a pleasure to be here at your invitation to present the views of the Board on the Montgomery GI Bill. The written statement that I have submitted for the record gives those views in some detail.

I might say in summary, however, that from the outset the Board has enthusiastically supported the Montgomery GI Bill for the active and Reserve components. What we have heard today I think confirms the effectiveness and the importance of this very important legislation.

I would like to just join with the statement made by Mr. Conte, Deputy Assistant Secretary of Defense for Reserve Affairs, when he said that over the past 4 years the Montgomery GI Bill has developed into one of the most important recruiting and retention incentives established for the Reserves in a decade.

Our September quarterly meeting concluded yesterday. At that meeting members of the Board had an opportunity to consider H.R. 3199. I am pleased to report that the Board enthusiastically supports that proposed legislation as well.

Thank you, Mr. Chairman.

[The prepared statement of General Berkman appears at p. 125.]

Mr. PENNY. Thank you.

General, I am interested in having testimony in the record on the responsibilities that fall to the Selected Reserve. I think you have some statistics about the degree of reliance that we place on the Selected Reserve in today's military.

General BERKMAN. Well, to briefly summarize, I guess that perhaps at no time in our history have we relied so greatly on the Reserve components and the Selected Reserve as essential parts of our Nation's total force. I think you know that in the case of the Army, the Selected Reserve, Guard and Reserve, constitute 50 percent of the force structure required by our Army to accomplish its missions. The other Reserve components also have a substantial percentage of their required force in the Reserve components and the Selected Reserve and, hence, measures such as the Montgomery GI Bill for the Selected Reserves is addressing and supporting a very important element of our national security force.

The Reserve Forces Policy Board yearly provides, pursuant to statute, a document—it's our annual report—that is transmitted by the Secretary of Defense to the President and the Speaker of the House of Representatives and the President of the Senate, and then subsequently copies are transmitted to each Member of Congress.

Now, I would be pleased to provide an additional copy of that for this record. It, indeed, provides in elaborate detail a response to your question.

Mr. PENNY. Thank you, General. We would certainly appreciate it if you would submit that for our committee record.

[The report appears at p. 128.]

Mr. PENNY. Mr. Smith, any questions of this panel?

Mr. SMITH OF NEW JERSEY. I would just like to thank the panel for their testimony.

General Berkman, if there is anything in writing with regards to the affirmation of H.R. 3199, I would appreciate that. I think it would be helpful for the committee.

General Kiefner, I'm not sure if you spoke to H.R. 3199. I might have missed it in your comments.

General **Kiefner**. No, sir, I didn't, but I would like to.

Generally, I would say the National Guard Association supports the bill in principle. We do have two concerns. Very briefly, as you know, the National Guard mobilizes as units, so we need everybody in their place when we mobilize and deploy. Under the payback portion of the contract with the VA, we would have some concern if that person would lose his mobilization availability in the unit. That's something that I'm sure could be worked out. But if he's working for the VA and not for that unit, he has really derogated our readiness instead of helping it.

Our second concern lies in a given 6-year enlistment contract. Should a person decide at the end of the second year to become involved in the education program and be involved for 2 years, and then be in a 2-year payback, would we really ever get any good out of him in our unit. Again, I'm sure those types of things can be worked out. But in principle, sir, I don't think anyone can argue with the fact that we need medical professionals.

Mr. **Smith of New Jersey**. Thank you.

Would anyone else like to comment on that?

Sergeant Major **Hendricks**. Mr. Smith, I would have one comment, in that under the provisions of H.R. 3199, specifically in the area of default, that may play some part when an individual is mobilized. Should that individual be mobilized for an extended period of time and not able to fulfill his contractual obligation to the Department of Veterans Affairs, obviously the individual did not contribute to that default. Some provisions need to address that.

Mr. **Smith of New Jersey**. As you know, the legislation is silent on that. We could look to include specific provisions in the legislation or work with the administration, assuming that it's passed, to include that in their regulations. It's a good observation and I thank you.

Mr. **Penny**. Mr. Nolan.

Mr. **Nolan**. I was going to speak to Mr. Smith's question.

As you know, the Fleet Reserve Association is comprised largely of members of the regular Navy and Marine Corps and Coast Guard. However, we certainly agree and are pleased to go on record supporting H.R. 3199 on the basis, as has been stated here repeatedly this morning, of the need for trained medical professionals.

Mr. **Smith of New Jersey**. Thank you, Mr. Nolan.

Mr. **Penny**. Mr. Montgomery.

Mr. **Montgomery**. Thank you, Mr. Chairman.

General Kiefner, I want the record to show that we appreciate what the National Guard Association here in Washington has done, as well as what the Adjutant Generals have done, over the years in support of a strong National Guard, especially working on the peacetime GI Bill, and to Colonel Lively of the Reserve Officers Association, for your support.

What I'm trying to say is your associations really helped us when we tried to put this all together back in 1984. The Defense Department wasn't particularly happy with what we were trying to do, even though the VEAP program was a total disaster. The associations did speak up and went on trips with us and you made it possible.

Sergeant Major Hendricks, thank you for the stand you made in the last couple of years on what the Enlisted Association of the National Guard has done.

Shipmate, we have already recognized you. You're not leaving us. We look forward to continuing to work with you.

General Berkman, the Reserve Forces Policy Board has been very helpful. I'm concerned that some of your independence might be taken away. Congress created the Reserve Forces Policy Board, Mr. Chairman, to come back and give us information about the Reserves and not have the Defense Department set policies over there without the Congress. We are certainly going to look into that. I want you to continue to be an independent agency and let us know the feeling of what's going on. Again, thank you for the help you have given us on the peacetime GI Bill.

Mr. PENNY. Again, we thank you for your contribution at the hearing this morning. We will certainly keep your testimony in mind. We appreciate the support you have expressed for the GI Bill and most of you have expressed support for the legislation sponsored by Mr. Smith. To the degree you have made recommendations for improvements or changes, we will keep those in mind. With that, we will dismiss this panel.

I do want to refer back to the first panel. I think they're all still here. We will be submitting to each of you from the first panel a couple of questions. First of all, we would like some reaction from you, in DVA and DOD, as to the adequacy of the advertising budget for the GI Bill. Secondly, as it pertains to the Department of Defense, we would like more specific response to the committee on some questions we have about the two or three legislative proposals that you made in terms of changing the program for ROTC and for those that drop out of the program for one reason or another. We just have some additional questions we would like to flesh out before we decide whether those need to be addressed legislatively.

Then, Mr. Horton, from the Department of Veterans Affairs, we're interested in some projections you might have about participation rates in education programs so we can have a better idea of how soon we're going to spend down the reserve or the surplus that we're now building up. I think we have another question we may submit to the Department of Veterans Affairs for response as well. But I think it might be better if we give you a chance to do some research and put some information together than to call you back this morning. So we will be sending those along.

With that, I will adjourn the meeting. Thank you very much.

[Whereupon, at 11:21 a.m., the subcommittee adjourned.]

THE MONTGOMERY GI BILL

Thursday, September 21, 1989

U.S. House of Representatives,
Subcommittee on Education, Training and Employment,
Committee on Veterans' Affairs,
Washington, D.C.

The subcommittee met at 9:29 a.m. in room 334 of the Cannon House Office Building, the Honorable Timothy J. Penny, chairman of the subcommittee, presiding.

Present: Representatives Penny, Montgomery, Long, Sangmeister, Evans and Patterson.

OPENING STATEMENT OF HON. TIMOTHY J. PENNY

Mr. Penny. The subcommittee will come to order.

I want to welcome everyone this morning. The Subcommittee on Education, Training and Employment is meeting today to review the implementation and effectiveness of the Montgomery GI Bill. This is the second in a series of hearings on this issue. As we confirmed during our hearing last Thursday, all indications are that the program, both for Active Duty members and members of the Selected Reserve, is doing quite well. Nonetheless, I believe continuing oversight is necessary to ensure that the success of the GI Bill persists.

Earlier this year I visited Air Force, Navy and Marine Corps recruit training bases and saw first-hand how the Montgomery GI Bill is explained to new recruits. The presentations are all well done, but I'm even more impressed by the interesting, thoughtful questions asked by the recruits themselves.

I especially want our first panel to know I'm very pleased that most of the young men and women I talked to at the training bases said that they first heard about the program from their recruiters. This is an extremely important improvement. From the beginning, it has been the intention of Congress that recruiters discuss the Montgomery GI Bill with the young people they meet with. This enables recruits to consider GI Bill participation with their parents, spouses or teachers and to make their decision regarding the program before they arrive at basic training. I believe the services have heard what we've been saying and stressed to the recruiters the importance of informing recruits about the GI Bill.

We will also review this morning H.R. 3199, the Veterans Health Professionals Educational Amendments of 1989, introduced by the ranking minority member of this subcommittee, Mr. Chris Smith of

New Jersey. I'm sure Chris has several questions that he will want to submit to those of you who are here this morning.

I plan to adjourn the meeting before 11 a.m., if possible, and I would ask everyone testifying this morning to limit their oral statements to no more than 5 minutes. Written statements will be included in the printed record. Additionally, I ask unanimous consent that we may submit written questions to any of the witnesses following the hearing and that those questions and responses will also be included in the record.

Before we hear from our first panel, I would ask the chairman of our full committee, Mr. Montgomery, if he has any opening remarks.

OPENING STATEMENT OF HON. G.V. (SONNY) MONTGOMERY, CHAIRMAN, FULL COMMITTEE ON VETERANS' AFFAIRS

Chairman Montgomery. Thank you very much, Mr. Chairman. Let me thank you for going out in the field and taking a look at how the GI Bill is being implemented. I think that's very, very important and you learn a lot out there, plus it lets those people who have the implementation of the legislation of this GI Bill know that people do care, and they're watching them. It has a great effect.

I'd like to thank the different Chiefs of Personnel of the Services. The open window legislation that you tackled, and the Congress passed, gave young men and women who didn't sign up years ago the opportunity to participate. We didn't know how many would sign up. You really did a good job on that.

Mr. Chairman, the Active Forces are doing a much better job as far as the numbers are concerned than the Reserves. We hope that we would have voc-tech training for the Reserves—that has been passed out of your subcommittee and to the full House.

We're having a little problem over on the Senate side in the conference; quite frankly I don't know why. I'm not sure what's going to happen over there. Why they would object to a small item as the voc-tech.

But thank you again for having this hearing and I want to thank again the Chiefs and also the associations that will testify for the support they have given over the years for this program.

Thank you.

Mr. Penny. With that, we will hear this morning from the Personnel Chiefs of the services. Our witnesses are Lt. Gen. Allen Ono, Deputy Chief of Staff for Personnel, U.S. Army; Rear Adm. Francis R. Donovan, Deputy Chief of Naval Personnel, the U.S. Navy; Lt. Gen. Thomas Hickey, Deputy Chief of Staff for Personnel, U.S. Air Force; Maj. Gen. Edmund Looney, Assistant Deputy Chief of Staff for Manpower and Reserve Affairs, U.S. Marine Corps; and Rear Adm. George D. Passmore, Chief, Office of Personnel and Training, U.S. Coast Guard.

I want to welcome back to the subcommittee General Ono, General Hickey, General Looney, and Admiral Donovan and, Admiral Passmore, it's a pleasure to have you with us here for the first time today.

We will begin with General Ono.

STATEMENT OF LT. GEN. ALLEN ONO, DEPUTY CHIEF OF STAFF FOR PERSONNEL, U.S. ARMY

General ONO. Good morning, Mr. Chairman. The Army thanks the Congress for the Montgomery GI Bill, and salutes its sponsor, Mr. Montgomery.

The Montgomery GI Bill is the Army's number one recruiting incentive. Young Americans want to go to college. Their parents and their teachers encourage them and we find the Montgomery GI Bill offers them this opportunity through service in our Armed Forces.

I have seen first-hand, Mr. Chairman, the power of the Montgomery GI Bill. I commanded the Army Recruiting Command and heard young men and women tell me they joined for the Montgomery GI Bill and the Army College Fund.

The clearest testimony of what I'm saying is our record of enrollment: since June 1985 when the Montgomery GI Bill began, more than 365,000 soldiers have enrolled. This represents an enrollment rate of 85 percent. And for the past 2 years running, the enrollment rate has exceeded 90 percent.

The quality of soldiers in our Army has increased dramatically, as measured by aptitude scores of high school graduates. As our quality increased, our in-discipline rates have decreased: crime, absent without leave, drug and abuse are at record lows. The Army is a more capable force ready to meet the strategic missions of our nation because of the increased quality. We believe the major contributor to our readiness is the Montgomery GI Bill.

Suggestions have been made to change the Montgomery GI Bill and the Army asks that they be carefully weighed against the success of the Montgomery GI Bill as a recruiting incentive in its present form. It is a recruiting incentive. If it becomes too complex, the soldier will not understand it. If it becomes too cumbersome, administrative costs will rise. If changes are numerous and rapid, our recruiters will be confused and will not be able to describe it properly to the applicant.

Thank you for allowing me to speak on the importance of the Montgomery GI Bill to our Army and to our nation.

[The prepared statement of General Ono appears on p. 351.]

Mr. PENNY. Thank you, General Ono.

General Hickey.

STATEMENT OF LT. GEN. THOMAS J. HICKEY, DEPUTY CHIEF OF STAFF FOR PERSONNEL, U.S. AIR FORCE

General HICKEY. Mr. Chairman, members of the subcommittee, I am also pleased to again appear before you to discuss the Montgomery GI Bill. As I have stated on previous occasions to this subcommittee, as well as to other House and Senate subcommittees, we are recruiting and retaining top-notch quality people in the Air Force. They are smart, they're educated and, through the efforts of this subcommittee, these young men and women are able to maintain an edge over their contemporaries.

In this regard, we appreciate the efforts of this subcommittee for their work with the Montgomery GI Bill. The Bill has proven to be a success for the individual, a success for the Air Force and it will continue to be of great value to the Nation, and so we thank you again and I would be pleased to respond to any of your questions.

[The prepared statement of General Hickey appears on p. 355.]

Mr. PENNY. Thank you.

Let's just keep going right down the table. Admiral Passmore.

STATEMENT OF REAR ADM. GEORGE D. PASSMORE, CHIEF, OFFICE OF PERSONNEL AND TRAINING, U.S. COAST GUARD

Admiral PASSMORE. Mr. Chairman, distinguished members of the subcommittee, it's a privilege for me to be here today to appear before you to discuss the Montgomery GI Bill.

I'd like to preface my comments by thanking the committee for the legislative changes to the Montgomery GI Bill that were approved last year, making the program more effective.

You have requested that I comment today on the implementation and effectiveness of the Montgomery GI Bill, as well as any suggestions that I might have that would further improve the program and make it more effective.

The Montgomery GI Bill is outstanding and is a very effective recruitment tool which has been enthusiastically received by our new recruits. Their enthusiasm can be attested to by the percentage of participation in the program: of our recruits eligible to participate, 95 percent have participated, with 2,200 participating out of a potential 2,336.

During the open enrollment period, 674 active duty Coast Guard personnel participated.

Mr. Chairman, this completes my prepared statement. I thank you for the opportunity to appear before the committee and I look forward to working with you to seek ways to make this outstanding program even better.

[The prepared statement of Admiral Passmore appears on p. 358.]

Mr. PENNY. Thank you, Admiral Passmore.

Admiral Donovan.

STATEMENT OF REAR ADM. FRANCIS R. DONOVAN, DEPUTY CHIEF OF NAVAL PERSONNEL, U.S. NAVY, PRESENTED ON BEHALF OF VICE ADM. MIKE BOORDA, DEPUTY CHIEF OF NAVAL OPERATIONS FOR MANPOWER, PERSONNEL AND TRAINING AND CHIEF OF NAVAL PERSONNEL

Admiral DONOVAN. Good morning, sir. I'm Admiral Frank Donovan, I'm sitting in for Vice Adm. Mike Boorda, who intended to be here, wanted to be here this morning. He was on a trip to Germany and, on his way home, his aircraft was diverted last night into Gander, Newfoundland, and he has been delayed getting down this morning.

He has submitted his testimony and I would just like to take a couple of excerpts from that where he states, first of all, that he is a satisfied customer of the GI Bill, having obtained his college degree under an earlier version of this Bill. He expresses his appreciation for your tireless efforts in making this education benefit program work so successfully, and especially he thanks you for making it possible for our young sailors to have an opportunity to enroll during the open period. The Navy had over 15,000 sailors reverse—change their initial decision and come on-board during that period.

Fiscal year-to-date our enrollment is 77 percent. July monthly participation is 80 percent; we expect it to be higher as the quality of the recruits that come in through the summer months, increases.

A couple of very important factors: Navy recruiters are totally familiar with the GI Bill now and do a terrific job of explaining it. We have better presentations in recruit training and there's no question that, as General Ono says, people just feel more comfortable about it. They understand it and they are able to take it on-board and know what it is that they are getting involved with. It's a tremendous recruiting asset and we're very, very grateful for that.

And that concludes my statement this morning.

[The prepared statement of Vice Adm. J.M. Boorda appears on p. 360.]

Mr. PENNY. Thank you, Admiral.

General Looney.

STATEMENT OF MAJ. GEN. EDMUND P. LOONEY, JR., ASSISTANT DEPUTY CHIEF OF STAFF FOR MANPOWER AND RESERVE AFFAIRS, FOR RESERVE AFFAIRS, U.S. MARINE CORPS

General LOONEY. Good morning again, sir. It is again an honor to appear before you today to report on the status of the Montgomery Bill in the Marine Corps.

As with the other services, we have found the Montgomery GI Bill to be an important part of our recruiting incentive program. It is a valuable tool for our recruiters to use as a selling point, particularly when potential recruits' ambition is for further education.

Since the inception of the program in 1985, participation rates of Marines has increased steadily each year. The participation rate for enlisted personnel in 1985 was 51 percent. Last year, in 1988, that increased to 79 percent. And in the first 8 months of this year, the participation is currently at 87 percent.

We attribute this increase to promotion of the program by our recruiters and the military enlistment processing stations, high-quality presentations at the recruit training depots on the individual benefits of participation in the Montgomery Bill, and better printed literature.

We believe that there is an increased awareness on the part of our Marines on the value of education and the role that the Montgomery GI Bill can play in their lives.

Last year's legislative changes by the committee were welcomed by the Corps. The open period provided an opportunity for approximately 2,000 of our young Marines to change their original decision not to enroll. I thank you for that opportunity for your Marines.

We would like you to consider one additional change: we suggest that the short periods of time reservists spend on active duty in support of the Active Force not be considered the members' initial active duty for the Montgomery GI Bill purposes.

For example, we have had numerous reservists enter active duty as a recruiter assistant for 30 to 90 days. If they later make the decision to augment to the active duty, they are currently not eligible to participate in the active duty Montgomery GI Bill.

We believe they should not be penalized for their short period of active duty assisting in our recruiting efforts and, therefore, recommend that this time not be counted as the members' initial period of active duty.

This concludes my opening statement, sir, and I would be pleased to answer any questions you or any of the other members of the committee may have.

[The prepared statement of General Looney appears on p. 364.]

Mr. **Penny**. Thank you, General Looney.

To begin, I would like other panel members to respond to the point you just raised about the active duty period for reservists, and find out whether they're also experiencing difficulty in that regard and would support a change along the lines of your suggestion.

Let's go in reverse order then.

Admiral Donovan.

Admiral **Donovan**. Yes, sir. Part of the statement provided by Admiral Boorda states that the category of personnel who are ". . . Reservists ordered to active duty for short periods of time in support of the active duty force. Under current law these members become permanently ineligible for the GI Bill."

Should they decide to come back on active duty, they are now precluded from participating. We feel that should be changed.

Mr. **Penny**. Okay.

Admiral Passmore.

Admiral **Passmore**. Mr. Chairman, we concur. We feel that there is an inequity here and that that change would solve the inequity.

Mr. **Penny**. Thank you.

General Hickey.

General **Hickey**. The Air Force also supports the change.

Mr. **Penny**. General Ono.

General **Ono**. We have no objection.

Mr. **Penny**. We're looking at that kind of a change.

Mr. Chairman, if we were to put a bill together to incorporate some of these modest adjustments, we would hope that the full committee might meet one more time this year.

Chairman **Montgomery**. We certainly could, I promise you. Maybe we could do it—bring it out week after next.

Mr. **Penny**. We'll be working on that with DOD and DVA and other interested groups.

I'm also curious to know why the individual services have chosen different times within the recruit training period to offer enrollment in the GI Bill?

Some do it—and I'm trying to recall from my visits to San Antonio and San Diego—some do it on the second or third day, others do it after they've been in for more than a week.

Is there something peculiar to the different services or the training program that makes it more appropriate to offer later in some services than in others?

Maybe there's nothing significant about it.

Admiral **Passmore**. Well, Mr. Chairman, as far as the Coast Guard is concerned it fits into the structure of our program. We generally have a 2-hour session on Friday and then we will sign up most of the applicants at that time. We allow them the weekend to think about it and then give them another opportunity on Monday to sign up. But it just happens to be within the structure of our program, where it best fits. It may be in different programs it fits in different places better.

General **Ono**. The Army does it in its reception battalions. That's the first 3 days of a soldier's tour in the Army. This is when we take care of all of the administration, so within the first 3 days the decision is made regarding enrollment.

The major feature, however, is one that you touched on earlier. That is, this is not a strange or new program being explained to the soldier. The Army's strategy, in regard to the Montgomery GI Bill, is for the recruiter to explain it thoroughly and completely to the soldier before he or she gets to the reception station. So the decision, really, is more or less an administrative piece of work that is completed in the first 3 days.

Mr. **Penny**. General Hickey.

General **Hickey**. We follow procedures similar to the Army. Our first point of contact is with the recruiter and the young person before they ever come on active duty.

In terms of the initial explanation of the Montgomery GI Bill and what provisions and benefits it has, we give them a fact sheet and our Commander of the Recruiting Service writes each recruit and their parents specifically outlining the benefits of the Montgomery GI Bill and what would be available to them as soon as they get to training.

Once they get to the training base, it's a very tight, structured schedule, as I'm sure you saw when you were at Lackland; and so within that first week of in-processing, they get another more formal indoctrination with the Montgomery GI Bill experts. We also use a film which is narrated and hosted by actor Ed Asner, which is very well done and very well received.

Then we allow them until the 14th day of training to make their final decision, and that's again so that they don't feel pressured to get in, they have a chance to call home and talk to their parents again to get it settled down. It has worked very well for us.

Mr. **Penny**. Yes, as I recall, in some of the other branches, the time frame for making the decision is much shorter. I think in some they explain it 1 day and you sign up—or not—the next day.

We have a somewhat lower participation rate in the Air Force than in the other branches. Do you think the delay that you allow them to make up their mind is a factor in that or——

General **Hickey**. Well I would hope not because, as you may recall, when we started out we had the lowest rate and it was significantly lower than the current 70 to 75 or so percent that we have now, and part of our process of building this whole indoctrination and briefing was to improve the participation rate. We think it's been successful.

Our experience with the short turnaround was they thought there were so many other things going on in a new environment that they didn't want to be bothered.

Mr. **Penny**. Maybe some of them didn't want to make a commitment on a short basis, short-term basis.

Admiral, General, do either of you want to respond?

I think you have a different time frame than the Air Force and the Army.

Admiral **Donovan**. We go very early in the recruit training experience, but we also—we've started to put a tremendous effort through the recruiting command:

Each recruit and his family get a letter from the commanding officer of the district; there's a question-and-answer portfolio that's sent out that answers all of the questions; we have the individual acknowledge with a signature before he comes on in active duty, still in the recruiting office environment, that he has been briefed and fully understands the GI Bill.

We feel the family has been involved, they come on-board, and they're able to then take that on fairly quickly, knowing that it's going to be one of the first decisions that they make when they get to recruit training.

General **Looney**. We present a class the second day of our 4-day administrative processing time at the recruit depots. But again the first initiation to the Montgomery Bill is through the recruiters.

We find about 80 percent of our recruits join at that first presentation. Then, like the Air Force, we give them 10 to 14 days after the class to make a final decision. This gives them an opportunity to discuss their MGIB decision with their parents.

Mr. **Penny**. One related question, and then I'll defer to other members of the subcommittee. Then I'll come back, because I have a couple of other questions, but that's the advertising budget for the GI Bill. I'd like each of you to quickly respond as to the adequacy of the advertising budget.

General **Ono**. I guess the Army has the largest of the advertising budgets, primarily because of the huge number of soldiers we have to bring in each year.

We do advertise the GI Bill. In regard to exactly how much is spent to it, I do not have that information. We have asked for an increase in the advertising budget, primarily because we find there is a shrinking pool of cohorts available for recruitment, unemployment is at an extraordinarily low level, and we must remind the youths of America that the Army is available as an option.

General **Hickey**. We are at the other end of the spectrum. The Air Force historically has the lowest recruiting budget. Sometimes our success in recruiting bites us in the pocketbook in the recruiting dollar resource allocation.

Our total recruiting budget in 1989 is $14.8 million and in 1990 it's $15.3 million. The House Appropriations Committee, recommended that we get a $2 million increase.

When you have that tight a budget, you are very limited in what you can do. We don't buy much in the way of radio air time and no television air time. We do build and make the recruiting messages and then we rely on public service time to get the message out to our people.

That restricts us then to making very generic kinds of recruiting bulletins that we do distribute. I do not have the break-out of how much specifically addresses the Montgomery GI Bill, but we are generally in favor of having a little bit more service money and service discretion for our recruiting budget, since it is so small.

Chairman **Montgomery**. Would the gentleman yield?

How much did you say that the Army spends on recruiting, General Ono.

General **Ono**. Excuse me, sir?

Chairman **Montgomery**. How much money was in the budget this next year for advertising of the Montgomery GI Bill, also recruiting and printing letters?

General **Ono**. I believe it's the vicinity of about $70 million.

Chairman **Montgomery**. $70 million?

General **Ono**. Yes, sir.

Chairman **Montgomery**. And the Air Force is less—you didn't say billion, did you, you said million?

[Laughter.]

General **Ono**. Unless you're offering something——

[Laughter.]

Chairman **Montgomery**. But you know, Mr. Chairman, this has been one of my problems here and I'm on the Armed Services Committee: we spend so much money on weapons systems and we don't spend hardly any money on personnel and it's amazing that we continue to get qualified people in the service. I don't know how long that's going to last, but every commander I've ever talked to that was worth his salt said You give me good personnel first and then give me the equipment, said you've got to have good personnel to run this military. I'm amazed at the low figure.

Mr. **Penny**. Admiral Passmore.

Admiral **Passmore**. Mr. Chairman, the Coast Guard is not experiencing any recruiting problems at this time, so I would assume that our recruiting advertising budget is adequate.

Mr. **Penny**. Your budget is adequate.

Admiral **Donovan**. I don't have a breakout of the advertising monies dedicated to the GI Bill. We use primarily the Joint Services advertising program and in 12 of our different advertising items we have the GI Bill, the Montgomery GI Bill referred to and then back that up with the letters from the commanding officers. That's the way we operate.

General **Looney**. Like the Coast Guard, sir, we're not having any problem obtaining recruits at the present time. A little more cash will always help, though, and make it a little easier on the recruiters.

I don't have our exact recruiting budget figures for this year, with me, sir.

Mr. **Penny**. Thank you for those responses.

Mr. Montgomery.

Chairman **Montgomery**. Thank you, Mr. Chairman.

I think you've really brought out an excellent point: somewhere down the line we're going to have to look at more of our personnel in the military for quality, recruitment, for retention and for incentives to attract these qualified people into the service.

We've been in a utopia as far as personnel is concerned, in my opinion, for the last 4 or 5 years and I just don't know how long that's going to last. And you can take one weapons system we're going to fund here in the next 3 weeks and, gosh, we could fund the recruiting personnel of all the services for maybe a couple years.

Mr. Chairman, I commend you, this is a record you've set this *morning* that for your opening remarks and the remarks of the witnesses, this has probably never been heard of on the *Hill*, that you've done it in about 10 minutes and then gotten into the question and answer. So I commend the witnesses for getting right to the point, that doesn't happen much here on Capitol Hill, where you have five witnesses and you've gotten into the questions within a 10-minute period.

What General Ono said I agree with, keep it simple and make it easy to sell out there to the recruits. And you are selling it, if you didn't sell it, these kids are not going to buy it and you're really selling something to help them in their future lives and I don't have an apologies for being good salesmen, that's what you are.

You are going to need some good recruiting incentives down—as you said, the GI Bill is a good, attractive recruiting incentive, as you said, General Ono, it's the best you have in the Army, and I assume you're saying it's better than bonuses?

I think the important point that should be made here is that our Nation will benefit more in the next 3 or 4 years or 5 years when I believe 10 percent of your total enrollment in your community colleges and your senior colleges will be the military persons who've signed up for this GI Bill. And you make them better citizens, they'll have more responsibilities, they'll get a college education, they'll get a community education college degree and they'll pay more taxes.

So I think in the long run the benefits are still out there and we haven't seen them yet.

Thank you.

Mr. **Penny**. Thank you.

I should go in the order of those who arrived; I think Mr. Sangmeister first.

Mr. **Sangmeister**. Yes. The only comment that I would have is I presume, since all of the services are in accord that the change ought to be made, that the chairman is going to take that under serious consideration.

And one other question that I had, which is not directed to them but to the chairman, if you would yield, and that is it's my understanding that all other GI Bill benefits except the Montgomery GI Bill expire as of the end of this year, is that correct?

Mr. **Penny**. That is correct.

Mr. **Sangmeister**. So the only thing that we'll have this year will be the Montgomery GI Bill.

Mr. **Penny**. That's generally correct.

Mr. **Sangmeister**. That's all.

Mr. **Penny**. Ms. Long.

[No response.]

Mr. **Penny**. Mrs. Patterson.

Mrs. **Patterson**. Thank you, Mr. Chairman.

I'd like to again thank our panel for being here. I'd like to say I just mentioned to our chairman when I first came in, I've become more aware of the advertising. I think one day this weekend I just happened to see one from the Army and it closed—and it was all about the GI Bill, and my only regret was that it didn't say the Montgomery GI Bill.

Chairman **Montgomery**. I didn't tell her to say that.

[Laughter.]

Mrs. **Patterson**. No, he didn't tell me to say that.

Because I'm always curious about, you know, if our dollars are being spent wisely, I hear from two of our panelists this morning that their recruitment is fine, they're not down in numbers, and I didn't hear the dollars amount that were being spent on recruiting, and then I hear from the Air Force and from the Army that—I heard your dollar amount and yet your numbers are down. I know you can't always say that you're recruiting people—by spending more money you get more people, in other words, I guess is what I'm trying to say.

So I'm asking sort of in my own mind at this point, you know, would more money for advertising necessarily bring those numbers up, because it seems like the Army does have a good bit, or is it the type of advertising we are doing hasn't paid off. Do you understand my question?

General **Hickey**. Yes, I do, Ma'am.

I think first of all I need to clear the record: our recruiting budget is very small—or the recruiting advertising budget is very small—but we are very successful. I could not complain about the success rate we have had in meeting our recruiting goals—on the enlisted side of the house we're meeting our goals.

The reason the numbers aren't impressive is because we are in a reduced-strength mode and we have suppressed the amount of people that we're allowed to bring on board deliberately. But we're meeting our goal. We're meeting it I think through renovation and the motivation of the recruiters rather than the dollar amount that's in our advertising budget.

Mrs. **Patterson**. So if you had more money into the advertising, it really wouldn't effect——

General **Hickey**. It would not get us—we would not bring one more in than we brought in. It would surely ease our ability to bring them in in terms of the amount of recruiter effort that's there, and I happen to believe that recruiting advertising for this year affects 12, 13, and 14-year olds and it pays off over an extended period of time. I'm looking at a future where we'll be doing tighter and tighter recruiting competition with not only each other but with our civilian contemporaries out there. And so I think it's a very worthwhile investment.

Mrs. **Patterson**. I think the advertising for the GI Bill is very important but I think sometimes, having sons in the ages you just mentioned, sometimes—regretfully, but sometimes just a movie out of Hollywood recruits for you all at a given time, whether it's a movie about—well, I think Top Gun is a good example or a movie about Marines, at that time it catches those children's attention for the future. So sometimes they do some good advertising for you all.

Thank you.

Mr. **Penny**. Mr. Evans.

Mr. **Evans**. Thank you.

Mr. Chairman, I was pleased to join you in San Diego to see the Navy boot camp and MCRD and, particularly at the Navy, how they explained the benefits of this program. I just thought that, watching that, that while I thought particularly in the Navy's case it was very well explained and questions were raised and answered very effectively, that I believe they were in the their second day of training.

I'm a former Marine and I remember where my mind was at in my second day of boot camp, and I wondered if it would be useful—and I think maybe we've talked about it in the committee—of having another option perhaps toward the end, toward graduation, where this might be explained, where people were more clear-minded, less confused, perhaps less homesick and so forth.

I wanted to ask just very briefly just what your opinion of that might be:

Would that be useful do you think to the recruits, to make sure that they fully understood again—because I remember in that lecture to the Navy recruits the chief said: This is the last opportunity you'll have, you'll have to decide—do you think it would be useful to get more participation—although I know the participation is relatively high—or would there not be that much benefit, given the fact that it might mean that it would cost more in terms of administration, not only in doing another lecture but in collecting the benefits while they were in boot camp.

If you could briefly answer that, I would appreciate it.

General ONO. In the Army's case, Mr. Evans, we feel that the way we're doing it now, which is to do it up-front within the first 3 days, is the most effective way of doing it.

And, you have put your finger on one of the primary reasons, administrative costs of regrouping and recalling those who disenrolled would be an added administrative cost, and especially in the resource of time, because basic training periods are very, very tight.

Again I would just repeat what I said earlier: at the reception battalions our recruits are being primarily reminded about the program. They are not being introduced to it at that moment, it is really done by the recruiter before they even join up.

General HICKEY. I guess we have already joined with your supposition, because we do give them about 2 weeks to make up their mind before we sign up.

Admiral PASSMORE. Mr. Evans, from the Coast Guard's standpoint, with 95 percent signing up within the first 7 days, I don't see that it would be of any advantage to provide a second opportunity.

Admiral DONOVAN. We are, of course, comfortable with what we're doing right now. I think part of our concern would be, as General Ono said, that the first 8 weeks or so are so jam-packed, every hour is pretty well dedicated. But it's something, because we do do it so early, we could certainly have a look at and see if there is another opportunity later on that might change some of the decisions.

Mr. EVANS. If you do take a look at that we'd like to know your experience.

Admiral DONOVAN. Yes, sir.

General LOONEY. As you know, sir, we do it on the second day, something like the Army. However, 10 to 14 days later those who have not enrolled are given another opportunity to enroll, and this is after their first phone call home. And since you are a former Marine, you know what that one means.

Mr. **Evans**. Semper Fi.

General **Looney**. Right on.

Mr. **Penny**. I might also mention that we visited the Marine Corps training base in San Diego at about the same time as the 20th anniversary of Mr. Evans's participation in that same training program. So that was——

Mr. **Evans**. It hadn't changed much, Mr. Chairman.

[Laughter.]

Mr. **Penny**. I wanted to get back to this panel with just a few additional questions.

I'm interested because there will be testimony later this morning suggesting that we have our basic pay reduction for the GI Bill adjusted according to the length of the enlistment. For example, if we were to enlist someone on a 2-year basis, the reduction would be the $1,200 which we now withhold. If they would enlist for 3 years, we would only withhold $900. Do you have a reaction to that proposal?

In terms of keeping them that extra year, do you think that it would be a cost-effective adjustment for the military? Do you think it would make much of a difference to the recruits or is that extra few hundred dollars no big deal in terms of getting them to sign up for the extra year?

General **Ono**. It is a recruiting incentive, Mr. Chairman, and, as far as we are concerned, the way that it is described now, $100 pay reduction each month for a year, is very, very simple to explain to an applicant and the recruiter has it squarely in his or her mind. To come up with any variation from that which is a sliding scale may confuse the program rather than help.

General **Hickey**. Speaking for the Air Force, we have a different view. I'd say that we believe that it would be very worthwhile as an inducement for people to enroll and remain enrolled if you did a varying one for varying years of service.

Admiral **Passmore**. Mr. Chairman, we have 90 percent of our people that come into the Coast Guard come in for 4 years, so we're only talking with 10 percent, but we would certainly favor such a change because I think it would be beneficial for that 10 percent to take a look at that added benefit and it would probably get some of them to sign up for 4 years.

Admiral **Donovan**. Sir, the majority of our people, of course, are 4 year enlistments or more and we're comfortable with the way we currently——

Mr. **Penny**. The way you now do it.

General **Looney**. Sir, on the surface the proposal appears very attractive because it's another incentive, although it's a small one, for longer enlistments. However, I think that we need some more time to look at it to review this proposal.

Mr. **Penny**. Any reaction you might have would be appreciated by the committee.

I'm also interested, General Ono, in the kicker. There's been some discussion of increasing that from $400 to $700. Is that a more useful tool for you than——

General ONO. The Army College Fund is the kicker. It is built on the Montgomery GI Bill, so it is not a stand-alone program.

It is not for everyone. It is targeted specifically for individuals who are high school diploma graduates, who score in the upper 50 percent of our tests and, sign up for a critical skill we need. These three requirements have to be satisfied to receive the Army College Fund. We do not use it for everyone, it is specifically for the right high school graduates that we need for some very, very important skills needs.

Mr. PENNY. Thank you.

Admiral Donovan, I have heard that you are planning to re-implement the Navy College Fund?

Admiral DONOVAN. Yes, sir.

Mr. PENNY. Do you want to explain it to the committee, the thinking behind that?

Admiral DONOVAN. Of course. The Navy College Fund is another very effective recruiting tool. It offers $25,000 in educational benefits and significantly improves our recruiters' ability to get to college-bound young people in getting to that particular part of the youth population, folks who are interested in college. And we do feel that's a critical part of our recruiting strategy.

Mr. PENNY. I appreciate that. I think it's an excellent program and I'm glad to see some thought to re-instituting that program. What time frame are we talking about here?

Admiral DONOVAN. Let me get back to you on that, if I may, sir.

Mr. PENNY. Okay.

If I might, while I was in San Diego, I sat in on a remedial training program for recruits who, in their first few days of training, were identified as having a problem in one area or another, math or reading. I thought that that was impressive and was pleased to see the military taking the time and effort to bring them along with the other recruits. Of course it meant that they may stay an extra couple of weeks beyond the others that they came in with, but nonetheless it gave them a chance to be a successful enlistee.

What kind of remedial training programs are underway within the other branches at your recruit training bases?

General ONO. The Army offers remedial training; but, most of it is done when they get to their first duly assignment.

Mr. PENNY. So you get them through the training program without remedial teaching in any way——

General ONO. Yes.

Mr. PENNY. These are some of the basics——

General ONO. Vocabulary or mathematics or something of that sort we do at our duty station rather than at the training centers.

Mr. PENNY. General Hickey.

General HICKEY. Sir, we don't have a remedial program at the present time and bluntly we don't have one because we don't need one. We only have 153 non-high school graduates on active duty in the enlisted force right now. We're working those through the high school GED programs, to get them a diploma or the equivalency.

It hasn't always been so. In the 1970's, we had a very active remedial training program where we concentrated on reading skills, mathematics and English, but in about the 1980 to 1981 time frame we were able to raise the quality of our recruits to the level—and be selective enough where——

Mr. **Penny**. More selective about——

General **Hickey** (continuing). We no longer had to do that.

We haven't forgotten how and if it gets tight again and we get put into that kind of a situation, then we would certainly be ready to go back and do it again.

Mr. **Penny**. In a perfect world we wouldn't have to put the Armed Services in a position of offering remedial training. We'd like to think that all recruits would come in with those basics. But that isn't necessarily the case. If they're not getting it somewhere else it would certainly be a tragedy to have them go into the military only to find that they failed in that attempt as well and then they're back out on the streets.

Admiral Passmore, do you have any kind of a remedial training program?

Admiral **Passmore**. Mr. Chairman, the Coast Guard, like the Air Force, does not have one, we do not feel that we need it, we feel that all of our recruits are qualified for one type of advance training or another without the remedial training and therefore it's not needed.

Mr. **Penny**. General Looney.

General **Looney**. Yes, sir.

We, like the Army, sir, do it following recruit training or boot camp at their first major Marine Corps base that they join and we target the skills, especially in the reading level, for 9th grade level and we provide that opportunity if a Marine wants to do it. Additionally, we provide math, english and english as a second language classes. That's done following boot camp again at their first duty station.

Mr. **Penny**. Okay.

I thank you again for those responses and also I thank you once more for your presence this morning, your excellent testimony and your support for the GI Bill. We may be making some modest adjustments in the GI Bill along the lines of some of the recommendations that were made last week and here again this morning, and we appreciate your input.

Admiral **Donovan**. Mr. Penny, could I make one correction to a previous answer that I made?

Mr. **Penny**. Yes.

Admiral **Donovan**. You asked me about the 3-year contract and $900. I'm afraid I was tracking off in a different direction on that one; I'd like to give you a different answer if I may on that.

Mr. **Penny**. You sure may.

Admiral **Donovan**. We do in fact support the variable pay reduction based on years of obligated service. Our enlistments are longer, most of them are 3 years or longer, for the most part they're 4 years or longer, and we would support lowering the monthly reduction from $100 if possible. That really eases the impact on the seaman recruit, the E–1 with a $600-and-some base pay. So we would in fact support that.

Mr. **Penny**. Okay. Thank you for that clarification.

Again, we'll dismiss this panel with our appreciation and call forward the next panel from the military associations.

Our witnesses are Mr. Erik Johnson, director of legislative affairs, Association of the U.S. Army; Mr. Richard Johnson, director of legislative affairs, Non Commissioned Officers Association; Mr. Rudy Clark, director, military and government relations, Air Force Sergeants Association; Mr. Calvin Cobb, national president, Navy League of the United States; and Mr. Jack Price, president, Air Force Association.

We'll begin our testimony from this panel with Mr. Erik Johnson. Just begin whenever you're settled in, gentlemen.

Mr. Johnson.

STATEMENT OF COL. ERIK JOHNSON, JR., USA (RET.), DIRECTOR OF LEGISLATIVE AFFAIRS, ASSOCIATION OF THE U.S. ARMY

Colonel Johnson. Thank you, Mr. Chairman, and the Association of the U.S. Army appreciates this opportunity. There is certainly no shortage of evidence that the Montgomery GI Bill is a complete success in attracting quality youth to the Army. AUSA salutes the members of this subcommittee and especially its chairman for winning congressional approval, and we are also very proud to have played a small part in that effort.

We also believe that the success of the Montgomery GI Bill will not be measured solely by the numbers of quality youth that enter the Armed Forces but also will be measured by the future contributions these educated young men and women will make in the communities where they finally end up living.

As for changes to the program, we would like the committee to consider two: and the first change is to raise the basic benefit for both the active and Reserve program. The active benefit, we believe, should be raised to $375 and the Reserve program to $175. This is a modest increase and we believe it's necessary because of the rising tuition costs.

There was a recent survey by the College Board which says that the tuition hikes have outpaced overall inflation for the past 9 years.

The second change we'd like to see the committee consider is to add kickers for targeted skills in the Reserve program. A couple of examples: there's a shortage of cryptologists and licensed practical nurses; they're difficult to recruit and we think that a kicker might be beneficial in that recruiting effort.

Finally, we'd like to make a comment on one of the changes that has already been enacted to the Montgomery GI Bill and that is the death benefit. That's the return of the individual service member's contribution should he die on active duty prior to making use of the benefit.

We wonder how that's been implemented because it involves more than one department of government, as we see it, and we think that if the committee were to look into that, it might have a very salutary effect.

I thank you for this opportunity and I stand ready to answer your questions.

[The prepared statement of Colonel Johnson appears on p. 367.]

Mr. Penny. Thank you.

I think we'll just go right down the table.

STATEMENT OF RICHARD W. JOHNSON, JR., DIRECTOR OF LEGISLATIVE AFFAIRS, NON COMMISSIONED OFFICERS ASSOCIATION

Mr. JOHNSON. Thank you, Mr. Chairman. The Non Commissioned Officers Association certainly appreciates the opportunity to participate in these hearings this morning and the obvious attention the committee has given our record statement. We'd like to just elucidate on a few things in the record statement.

It's no secret that NCOA has never supported participation fees in the GI Bill. Our argument has been a simple one in that we believe such fees discriminate against married and economically disadvantaged recruits. Unfortunately, the Defense Department does not keep any statistical data to support our arguments on this subject, yet such data is badly needed, as competition for recruits is becoming more and more difficult.

Moreover, the Senate is reportedly on the verge of reporting civilian national service legislation which is providing—or expected to provide $8,500 in housing and education vouchers for its participants.

Additionally, the House's own Post Office and Civil Service Committee is readying legislation to provide student loan forgiveness for Federal civilian hires in the amount of $6,000 annually and up to $40,000 per individual.

Meanwhile the Armed Forces recruit must forfeit pay for his education benefit, and to us this continues to make no sense whatsoever.

NCOA believes this committee must position itself to repeal such fees and proof of that economic discrimination we suggest would be such justification; accordingly, we reiterate our written record statement request that the committee require DOD to provide information on the social strata of participation in the GI Bill.

Concurrently NCOA has recommended a formula for relating participation fees to length of enlistment in the Armed Forces. We are encouraged by the testimony this morning of the Navy and the Air Force in support of that proposal and are quite hopeful that the committee will give it further consideration.

Notwithstanding testimony of other witnesses as to the adequacy of payment amounts under the current—the Montgomery GI Bill, NCOA believes the $300 base benefit has been severely degraded by inflation in education costs. If the readjustment value of this benefit is to be maintained, we believe the payment should be increased.

We must remember that in addition to being a recruiting program this is also a readjustment benefit. As we point out in our prepared statement, benefits under a test program set at $300 in 1981 have risen now to $437 and on October 1st will rise again to $466. Just as an aside, that in the prepared statement is $436; it should be $466 per month on October 1st.

NCOA therefore asks this committee to provide equal protection under the Montgomery GI Bill, providing either automatic annual or biennial increases under such formula as the committee may decide is equitable.

Finally, we've made recommendations on several other items, including recommendations similar to the Association of U.S. Army on death benefits associated with the program.

But in closing, I feel compelled to speak once more to the issue of benefits expiring under the Vietnam-era GI Bill on December 31st of this year:

As H.R. 1400 was originally proposed by the chairman of this committee, the sponsor for whom this program is named, as it was originally reported in House Committee Reports 97-80 and 98-185, these individuals were envisioned to be included in the benefits of the Montgomery GI Bill for any unused portion of education benefits remaining under the Vietnam-era GI Bill.

It was the U.S. Senate, as the chairman noted earlier in his remarks, that colored a mustache on the proposal which precluded these people from participating and added an additional service requirement.

Unfortunately, members of the Armed Forces could not meet during the 3-year test period that additional service requirement because of service personnel policies and high year tenure regulations which literally forced people who might have desired to stay in the Armed Forces out.

We consider that extremely unfair and we are hopeful that the committee will once again reconsider the issue and include those individuals who were on active duty on the date of enactment of the new GI Bill in the Montgomery proposal.

Finally, Mr. Chairman, these are entirely unsolicited: we have here about 300 cards from a chapter of the NCOA down in Tennessee, all on the subject of the December 31, 1989 delimiting date. Again, the chapter sent them to our office here in Washington and asked us to personally deliver them to the committee and I do so this morning, Mr. Chairman.

Thank you.

[The prepared statement of Mr. Johnson appears on p. 370.]

Mr. PENNY. Thank you.

Mr. Clark.

STATEMENT OF RUDY I. CLARK, DIRECTOR, MILITARY AND GOVERNMENT RELATIONS, AIR FORCE SERGEANTS ASSOCIATION

Mr. CLARK. Thank you, Mr. Chairman.

The Air Force Sergeants Association certainly appreciates the opportunity to present its views concerning the Montgomery GI Bill.

The Air Force Sergeants Association has and always will support the Montgomery GI Bill, which continues to be an effective recruiting incentive. The current 74 percent Air Force participation rate is proof that the program is working. From all indications, the majority of those who choose to participate are in the higher mental categories. As a result the GI Bill is attracting the quality personnel needed in today's Air Force. It has also had a very positive impact on the Selected Reserve recruiting program.

To further enhance the program, we have strongly supported H.R. 1358, which would include vocational and technical training for Air National Guard and Air Force Reserve personnel. As the

Reserve forces are being given added responsibility for our national defense, more recruiting incentives must be offered to continue recruiting the quality and quantity of personnel needed to maintain our defense posture.

Including vocational and technical training for Reserve forces provides a direct benefit to the military services. Not only will the program enhance their knowledge, it would also reduce the cost associated with training personnel. Furthermore, well trained personnel tend to remain affiliated with their Reserve component for longer periods.

Along with my colleagues, the single most frequent complaint we continually hear concerns the Vietnam-era GI Bill termination date of December 31, 1989. Many well-qualified enlisted personnel were forced out of the military by public law and Air Force directives and did not have an opportunity to enroll or become eligible for the new Montgomery GI Bill. Therefore, the Air Force Sergeants Association supports legislation which would extend the December 31, 1989 date to June 30, 1993.

We receive frequent comments from our Vietnam-era members that indicate that they cannot understand why Congress is reluctant to correct this injustice. Many of our members served extended periods of time under hostile conditions, yet they are being denied the opportunity to fully exercise their earned education benefit.

And, as my colleague mentioned, it is not as if this small group of enlisted people voluntarily left the service; they tried to remain on active duty and continue serving their country. However, unfortunately manpower constraints and high year tenure laws prevented the extension of active duty tours.

In conclusion, every GI Bill enacted by Congress has been seen primarily as a readjustment benefit. Over the years, these bills signaled that the Nation has a certain obligation to help in the transition of military people, who give several years of their lives to serve their country. Therefore, we urge this subcommittee to provide reasonable education benefits to a small segment of our veteran population who were forced to leave active duty prior to July 1, 1988.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Clark appears on p. 374.]

Mr. PENNY. Thank you, Mr. Clark.

Mr. Cobb.

STATEMENT OF CALVIN H. COBB, JR., NATIONAL PRESIDENT, NAVY LEAGUE OF THE UNITED STATES

Mr. COBB. Thank you, Mr. Chairman.

In the interest of time, I won't read my prepared statement but rather focus on a couple of salient points.

The demographics today are posing an increasing challenge for recruiting over the coming decade. Civilian unemployment is projected to decline to its lowest level in the history of the All Volunteer Force. A 6.3 percent drop in the available pool of 17 to 21 years of age will provide an additional challenge for us. The quality and basic education of recruits operating complex weapons systems provides another concern. We believe that the quality of the people operating these systems is not an economic place to cutback. Yet a recent government report shows that only 27 percent of young adults can interpret a lengthy feature story in a newspaper.

Emphasis for the future must be on recruiting and keeping high caliber young men and women who want to serve our nation on sophisticated, high technology warships, in the case of the Navy.

To do so, we must continue, as this subcommittee is doing, to focus on providing, among other benefits, a finely tuned and responsive college program.

The importance of the Montgomery GI Bill as a valuable recruiting tool certainly cannot be denied. This year very impressive numbers of recruits, 77 percent in the case of the Navy, and similar numbers for the Marine Corps and Coast Guard, have enrolled in the program. It is a very valuable incentive for our quality young people, and they're the people that we want.

The chairman raised a question about the amount of withholding being a function of the time of obligated service. While that's not addressed in our prepared remarks, I think it should follow, that a reduction in the amount of withholding will lead both to longer obligated service, and an increase in the quality of the service force by having an average longer period of time in the service and increased experience.

We'd like to recommend a modification to the Montgomery GI Bill to fine-tune the program and make it better, and that's to increase the basic benefit of $300 a month. As previously testified, college expenses are escalating annually, tuition is increasing by 10 percent a year and the young people who utilize the $300 benefit don't find it going very far in today's tuition market. So we'd like to see the benefits of the GI Bill, the Montgomery GI Bill keep pace with tuition increases and other increases in education costs.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Cobb appears on p. 376.]

Mr. PENNY. Thank you, Mr. Cobb.

Mr. Price.

STATEMENT OF JACK PRICE, PRESIDENT, AIR FORCE ASSOCIATION

Mr. PRICE. Mr. Chairman, and members of the committee, I am delighted to have this opportunity to come before your committee to represent the 200,000 men and women of the Air Force Association.

AFA would like to express its appreciation to this committee and the Congress for the outstanding support you have given to provide educational opportunities for military personnel and veterans. We are confident this nation is able to meet the ever increasing technical manpower requirements of the military as a result of the interest and genuine concern you and the members of the committee have demonstrated over the years.

As you know, AFA worked with you to make the Montgomery GI Bill a reality. We supported the test program and then again worked with you to transform the test into legislative reality. The benefits of this bill are many and work to serve our airmen as well as citizens in local communities. The Montgomery GI Bill contributes to a better educated citizenry who then can make the demanding decisions required to citizens in a free society.

The Air Force Association recognizes that no where is the need more acute than in our nation's shortfall of technical manpower. Yesterday, our Association released a major study titled, "America's Next Crisis—The Shortfall in Technical Manpower." A personal copy of this study now is being delivered to each of you.

The Air Force Association relies heavily on the advise of our councils. One such council is our Junior Enlisted Council. It is composed of the best and brightest enlisted Air Force members. The information we have received from them indicates the Bill has had a positive impact on the enlistment and the retention of bright, upwardly mobile people in both the Active and Reserve forces.

To further enhance the program, AFA recommends that the committee consider the effect of rapidly rising education costs and that the education costs provided under the GI Bill be increased to maintain the value of the benefits.

In addition to this improvement, the Air Force Association supports H.R. 3199 as a positive measure to provide increased medical personnel for the Reserve components and improving wartime readiness. We are somewhat concerned over the impact a mobilization might have on the medical care provided to our veterans and will defer to the Department of Veterans' Affairs on the solution to this problem.

Thank you for the opportunity to present the Air Force Association's position. Your support of the men and women who wear the uniform with pride, both active and Reserve, is refreshing, appreciated and noticed.

Mr. Chairman, this concludes my remarks.

[The prepared statement of Mr. Price appears on p. 379.]

Mr. PENNY. Thank you, Mr. Price. I appreciate your testimony in support of Representative Smith's legislation on health care personnel.

Could I get a reaction from each of the other associations as to that legislation?

Colonel JOHNSON. Yes, AUSA supports that. Also, we——

Mr. PENNY. I know in your testimony you mentioned some other technical fields that you thought we might need more help in recruiting. Would you go beyond health care professionals to——

Colonel JOHNSON. No, I didn't, that was not in——

Mr. PENNY. That was not in yours?

Colonel JOHNSON. No. I raised a caution: upon mobilization you'd have to be very clear in the law who had the asset, did it belong to the VA or the Department of Defense.

Mr. PENNY. Oh, I see. But you do support Mr. Smith's legislation?

Colonel JOHNSON. Yes.

Mr. PENNY. Mr. Johnson.

Mr. JOHNSON. We've always thought of the GI Bill as being more a universal benefit, that special manpower problems were better addressed through specifically directed bonuses and so forth. I would presume that our position would carry forward now.

Mr. PENNY. Mr. Clark.

Mr. **Clark**. Of course, with the Air Force Sergeants Association I'm not sure how exactly that could affect our memberships, but in the event that we could attract people into the Reserve forces if they were pursuing a medical degree of some type, we would certainly support it, sir.

Mr. **Penny**. Mr. Cobb.

Mr. **Cobb**. We support it.

Mr. **Penny**. Thank you. Mr. Johnson, I've got to be careful this morning—in your statement you raised questions regarding the death benefit that we included in Public Law 100-689. Our understanding from the witnesses last week is that the implementation of that provision is going smoothly. I wonder if you raised these questions because you've heard of problems that we should know about or are you concerned because you know it required careful planning to implement?

Colonel **Johnson**. We've not heard of any problems, but because there is more than one department of government involved, there's—obviously there's got to be some agreements reached, who does what and particularly with those who died before the benefit was enacted, have they been reached, how many have been reached, and how is it done.

Mr. **Penny**. Because again we hadn't heard any specific examples of problems from previous witnesses and we would be very interested to know if there are examples of problems that are occurring.

At what point—and this is a question for anyone on the panel—at what point in the recruitment process should the Guard or reservists be informed of the benefits under H.R. 3199, the bill that most of you have indicated looks pretty good, in order to best serve as a meaningful recruitment tool for the Reserves?

Mr. **Clark**. Mr. Chairman, it would appear that that would come during the recruiting process, if in fact they were going to the various high schools or even to college locations that did have medical type courses available.

Mr. **Penny**. So offer this very much the same as the way we now provide information about the GI Bill?

Mr. **Clark**. I would think so, sir.

Mr. **Penny**. I don't have any other questions. I do appreciate your testimony and some of the recommendations you've made. I'm interested in your advice to this committee about, at some point and in some way, inflation-adjusting the benefit levels.

I know that it won't take long—it doesn't take long for any financial aid package to become outdated in terms of current college costs, but we also have limitations as to how much we can allocate and whether or not we should increase the basic reduction in order to partially compensate for the annual increases. So it's not an easy one for us to resolve, but I know that everyone at the table today would like to see us wrestle with that a little more aggressively and we'll give that some consideration.

Thank you for your testimony.

Mr. **Cobb**. Mr. Chairman, may I give a delayed reaction to your last question to the Air Force Sergeants——

Mr. **Penny**. You may.

Mr. **Cobb**. The Montgomery GI Bill, of course, is a valuable recruiting tool. We also, however, think that it's an exercise in fairness to the people who have served in our Armed Services. So while the program ought to be emphasized in the recruiting process, we would suggest also from a point of view of fairness that there be a reasonable opportunity after recruitment for the recruit who doesn't elect up front to change his mind and join the program.

Mr. **Penny**. Thank you. Again I appreciate your testimony.

I want to call forward our final panel: Mr. Steve Robertson, assistant legislative director, the American Legion, accompanied by Mr. Michael Schlee; Mr. John Bollinger, associate legislative director, Paralyzed Veterans of America; and Mr. James Magill, director, national legislative service, Veterans of Foreign Wars.

We'll begin with Mr. Robertson as soon as he is settled.

STATEMENT OF STEVE ROBERTSON, ASSISTANT LEGISLATIVE DIRECTOR, THE AMERICAN LEGION, ACCOMPANIED BY MICHAEL SCHLEE, DIRECTOR OF NATIONAL SECURITY AND FOREIGN RELATIONS DIVISION, THE AMERICAN LEGION

Mr. **Robertson**. Good morning, Mr. Chairman. Mr. Schlee is going to present our testimony for us this morning.

Mr. **Penny**. All right.

Mr. **Schlee**. In the interest of the committee's time, Mr. Chairman, I will brief this thing out awfully fast:

Basically speaking, it's a pleasure to be here on behalf of the now three million members of the American Legion. I have to get that plug in, because we did it in Baltimore.

We, of course, are very supportive of the Montgomery GI Bill, both in its formulation, its implementation and the amendments that have been made.

I will particularly personally note that I think it was very wise to include the Reserve forces and the National Guard in the bill, because we do live by a Total Force Policy.

In respect to the Veterans Health Professionals Education Amendment Act of 1989, we currently have no mandated position; however, we have been supportive before the full committee and this committee of provisions along that line to support the VA.

In the interest of time, that's basically our position. I would certainly welcome any and all questions.

[The prepared statement of the American Legion appears on p. 382.]

Mr. **Penny**. Mr. Bollinger.

STATEMENT OF JOHN C. BOLLINGER, ASSOCIATE LEGISLATIVE DIRECTOR, PARALYZED VETERANS OF AMERICA

Mr. **Bollinger**. Mr. Chairman, thank you very much for inviting PVA to testify today. As you requested, we'll focus our comments on the implementation of the Montgomery GI Bill and H.R. 3199, a bill introduced by Mr. Smith.

We'd like to thank Mr. Smith and you, Mr. Penny, and the others responsible for the introduction of H.R. 3199. We think it's a good bill. At a time when the Department is experiencing critical shortages in various categories of health care professionals, your proposal represents an innovative way to provide additional support for nursing staffs, physical and occupational therapists, pharmacists and various technicians.

According to the American Association of Colleges of Nursing, enrollments in basic baccalaureate programs in nursing have declined 18 percent in recent years. The imbalance between demand and supply will continue to grow, especially in DVA medical facilities where the veteran population is aging faster than the general population. It is absolutely essential that we do something to attract these individuals into the health care related fields and to give them attractive alternatives to other professions that presently pay higher salaries.

H.R. 3199 has the potential to do that and, at the same time, enhance the Montgomery GI Bill chapter 106 program and quite possibly improve recruitment opportunities for the Guard and for the Selected Reserves.

To be successful, potential candidates for the Reserves and the National Guard must be aware of the program and must be sold on the concept of benefits for service. It must be aggressively promoted to get young men and women to enter into health care training under chapter 106. Hopefully with such training and with the experience that is obtained in VA medical centers, these individuals will continue their careers in medicine and our whole national health care system will prosper as a result.

Concerning the Montgomery GI Bill, we believe the Veterans' Benefits Administration has done exceptionally well in implementing the various aspects of the program. Expansions in the number of chapter 30 processing centers should keep pace with the growing number of chapter 30 cases. We also believe the VBA has taken appropriate steps for the smooth transition of eligible chapter 34 cases to the chapter 30 program. And finally, we look forward to the evaluation of the optical disk technology that the Department is working on now.

That concludes my statement.

[The prepared statement of Mr. Bollinger appears on p. 386.]

Mr. Penny. Thank you.

Mr. Magill.

STATEMENT OF JAMES N. MAGILL, DIRECTOR, NATIONAL LEGISLATIVE SERVICE, VETERANS OF FOREIGN WARS

Mr. Magill. Thank you, sir, for the opportunity to present the views of the Veterans of Foreign Wars with respect to the Montgomery GI Bill.

As you know, the VFW has long stood for a strong national defense, and we believe that the Montgomery GI Bill is playing an essential role in achieving that goal. Data collected on the program leaves no doubt that the Montgomery GI Bill is directly responsible for dramatic gains in military recruitment and retention.

We are convinced that the Montgomery GI Bill is, as we have always said, dollar-for-dollar the most cost effective means of recruitment and there can be no doubt that the Montgomery GI Bill is across the board the best educational tool that DOD has to offer.

As stated before, we also concur that this benefit program is paying for itself by allowing veterans to get back into the job market after college and, of course, as was stated, increased income does result in increased taxes.

What I would like to talk about now, as was in your letter of invitation, to respond to H.R. 3199, a bill introduced by Mr. Smith, along with yourself and the chairman and ranking minority member of the full committee. The VFW views the provisions of H.R. 3199 as an innovative and viable recruitment and retention tool and can only serve to improve the VA's health care. Therefore, the VFW supports H.R. 3199.

This concludes my statement.

[The prepared statement of Mr. Magill appears on p. 389.]

Mr. PENNY. Thank you so much. I have just a few questions for this panel. One has to do with the legislation introduced by my colleague, Mr. Smith. I know PVA, I think, specifically mentioned support for that, American Legion did and I was conferring with Jill so I wasn't sure in your last couple of sentences whether you got around to that, Mr. Magill?

Mr. MAGILL. Yes, I did, sir, and we do support the bill.

Mr. SCHLEE. If I could add one thing, Mr. Chairman, the American Legion has a group of folks that go out regularly to observe VA health care facilities. While I'm their DOD guy, and not the total expert, I know that reports are filed with the committee, and they have noticed significant shortages of health care professionals in VA facilities throughout the country, so I think the provisions of Mr. Smith's proposal should be——

Mr. PENNY. Should be very helpful in terms of staffing at our health care facilities.

Mr. SCHLEE. And I think you've received copies of those reports.

Mr. PENNY. Yes. The committee has access to that.

I was talking with committee staff about the income levels of the recruits coming into the military and I don't think this panel is the best equipped to deal with that question, but we're going to get to the bottom of that one way or another.

I am persuaded just by anecdotal evidence that we are probably showing a larger number of lower- and middle-income individuals, people from lower- and middle- income families, into the military than—as it relates to the general population. It seems to me that would make the GI Bill even more important in terms of upward mobility in our society.

I might be wrong about that, but my guess is that as it relates to the general population, we're going to see a higher percentage of low- and middle-income families represented in these recruits than they would be in the general population at large.

Have your veterans organizations taken a look at that question or seen statistics to bear that out?

Mr. SCHLEE. I think, basically anecdotal, that's probably the case. Because for the families with higher incomes that can afford to send them to college, obviously they're probably going to be less likely to consider military service.

By way of background, we took a group of 200 out to Aberdeen Proving Ground on Thursday 2 weeks ago, down to the Naval Academy, obviously, which is the best and the brightest, then we

64

sailed back aboard two Coast Guard cutters from Annapolis into Baltimore.

You know, being a Vietnam veteran I will say without question that the troops I saw there, both the men and women, obviously at the Naval Academy, particularly in the Coast Guard, were some of the finest young men and women I have ever seen. And again we have to base many of these things on gut reaction and personal experience, but we've got a super force out there right now.

Mr. **Robertson.** As a current member of the National Guard and a military dependent, I've noticed what you're assuming is very true, there are a lot of young men and women that are finding the military a way to get out of the rut that their families have been in for years. I'm also seeing a lot of the National Guard people coming in to take advantage of the educational benefits.

Mr. **Bollinger.** Mr. Chairman, we would simply agree with your assessment and have nothing further to add.

Mr. **Penny.** Thank you.

I'm interested in any reaction you might have to the self-certification procedure now in place for chapter 30. As I'm sure you know, the DVA is studying this procedure and should report the results soon. In the event they recommend that monthly self-certification be continued, I would appreciate it if you would let us know if you hear of widespread cases of veterans not being paid their benefits on a timely basis. If that develops, we'll certainly be prepared to take action or to at least revisit the issue.

Would either the Legion or VFW like to comment on the self-certification procedure? I think PVA has already expressed its concerns in this regard.

Mr. **Magill.** The Veterans of Foreign Wars, has not had a lot of mail on this. We have some questions but I think we brought them up in the hearing a few months ago. I would be more than happy, when we hear something—if we hear something, I hope we don't—to get back with you.

Mr. **Penny.** I think it's something we're going to have to monitor and we would appreciate the help of the veterans groups in doing that. Maybe you don't need to respond any further.

Mr. **Robertson.** We're basically in the same situation.

Mr. **Bollinger.** Mr. Chairman, could I make one quick comment on that score?

Mr. **Penny.** Yes.

Mr. **Bollinger.** Prior to your hearing in early August, our concerns were with the volume of monthly self-certifications that the VA would be receiving from all their education programs. As a result of that hearing, I think some of our concerns were alleviated. I think that the Department is in a position now where they'll more than likely be able to process those claims without too much problem.

Our principal concern is that presently, under chapter 30, if a single monthly certification does not come in or is not processed, it would result in a check not going out that month for the veteran. Our belief is that, for a variety of legitimate reasons, a person might not return a certification resulting in non-receipt of check.

As you know, many students are really and truly dependent on those monthly checks and when one doesn't come in, there's sort of a chain of events that snowballs and the hardships become worse. We suggest in our written statement that perhaps the Department consider not suspending the award, or not sending a check after the second non-receipt.

Mr. **Penny**. Give it an extra——

Mr. **Bollinger**. Yes, sir.

Mr. **Penny** (continuing). Time period.

One last question of this panel:

The previous group from the associations stressed strongly the need for an inflation adjustment in the education benefit.

First of all, I'd like to know whether you support that kind of an adjustment in the Montgomery GI Bill and, if so, would you be willing to support a modest increase in the pay reduction in order to help offset some of that cost?

Mr. **Magill**. First, yes, we do agree that I think there has to be some kind of inflation adjustment. If you are going to increase the monthly reduction, I think you would have to really give a lot of thought to expanding that out over——

Mr. **Penny**. Over a longer period of time?

Mr. **Magill**. Yes, sir.

Mr. **Penny**. So we might have $100 a month over 13 months instead of 12, or, if we didn't need an additional $100, maybe $90 a month over 13 months or—not quite that, it would have to be a little higher than that, I guess, $95 probably over 13 months instead of $100 over 12, some way to get the——

Mr. **Magill**. Well just expanding it out, because as you stated, you are hearing some of these complaints or concern about it. And if you're going to increase it, I think those concerns are just going to multiply.

Mr. **Penny**. But I just want to caution the groups that are advocating this that while the proposal certainly has merit, the odds of doing that without some adjustment in the basic pay reduction are pretty slim.

Now given the fact that the basic reduction is $1,200 and the benefits may exceed $10,000, we're certainly not talking about increasing the basic reduction to offset all of the inflation kicker in an education benefit, but I think it's only reasonable to anticipate that we'd have to increase it by some amount in order to offset part of that inflation adjustment.

Mr. **Bollinger**. Once again, Mr. Chairman, I agree with that. I think that if the basic benefit is to increase, I'm sure that the subcommittee will have to consider some means by which the participant will be able to contribute.

In that regard, I was interested in Mr. Johnson's proposal earlier this morning regarding reducing contributions for certain needy individuals. We'd be interested in working with the committee on that one.

Mr. **Penny**. Thank you.

Mr. **Schlee**. We have no specific position on the inflation factor. I will say on overall education inflation, having two 19-year olds in college right now, I personally must say that somebody has to look at that down the road.

Mr. **Penny**. I appreciate your testimony this morning. We will likely develop some adjustments to the GI Bill based on the testimony we've heard both earlier this year and in the past couple of weeks. Some of the more ticklish issues may have to wait for further review in the next session or some future session of Congress, but there are certainly some adjustments I think we can accommodate before the end of this legislative session. We appreciate your help in pointing some of those out to us and your willingness to continue to work with us as we develop the legislation.

With that, the committee meeting is adjourned.

[Whereupon, at 11 a.m., the meeting of the subcommittee was adjourned.]

APPENDIX

I

101st CONGRESS
1st Session

H. R. 3199

To amend title 38, United States Code, to establish a program to provide post-secondary educational assistance to students in health professions who are eligible for educational assistance under the Reserve GI Bill program in return for agreement for subsequent service with the Department of Veterans Affairs.

IN THE HOUSE OF REPRESENTATIVES

August 4, 1989

Mr. Smith of New Jersey (for himself, Mr. Montgomery, Mr. Stump, and Mr. Penny) introduced the following bill; which was referred to the Committee on Veterans' Affairs

---

A BILL

To amend title 38, United States Code, to establish a program to provide post-secondary educational assistance to students in health professions who are eligible for educational assistance under the Reserve GI Bill program in return for agreement for subsequent service with the Department of Veterans Affairs.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Veterans Health Professionals Educational Amendments of 1989".

SEC. 2. HEALTH PROFESSIONALS EDUCATIONAL ASSISTANCE PROGRAMS.

(a) Coordination With Department of Defense Programs.—(1) Chapter 76 of title 38, United States Code, is amended by adding at the end the following new subchapter:

"SUBCHAPTER V—RESERVE MEMBER STIPEND PROGRAM

"§ 4351. Authority for program

"(a) As part of the Educational Assistance Program, the Secretary of Veterans Affairs shall provide assistance under this subchapter.

"(b)(1) To be eligible to receive assistance under this subchapter, an individual must be accepted for enrollment or be enrolled as a full-time student at a qualifying educational institution in a course of education or training that is approved by the Secretary and that leads toward completion of a degree in a health profession involving direct patient care or care incident to direct patient care.

"(2) A qualifying educational institution is an educational institution (A) that is in a State and that (as determined by the Secretary) is an accredited institution, and (B) at which benefits may be used under chapter 106 of title 10 for the program of education or training in which the individual is accepted for enrollment or is enrolled.

"§ 4352. Eligibility: individuals entitled to benefits under the Reserve GI Bill program

"The Secretary of Veterans Affairs may not approve an application under section 4303 of this title of an individual applying to receive assistance under this subchapter unless—

"(1) the individual is entitled to benefits under chapter 106 of title 10; and

"(2) the score of the individual on the Armed Forces Qualification Test was above the 50th percentile.

"§ 4353. Amount of assistance

"The Secretary shall pay to a person selected to receive assistance under this subchapter the amount of $400 (adjusted in accordance with section 4331 of this title) for each month of the person's enrollment in a program of education or training covered by the agreement of the person entered into under section 4303 of this title. Payment of such benefits for any period shall be coordinated with payment of benefits for the same period under chapter 106 of title 10.

"§ 4354. Obligated service

"A person receiving assistance under this subchapter shall provide service in the full-time clinical practice of the person's profession as a full-time employee of the Department for the period of obligated service provided in the agreement of such person entered into under section 4303 of this title.

"§ 4355. Breach of agreement; liability

"(a) A person receiving assistance under this subchapter who fails to maintain employment as an employee of the Department permanently assigned to a health-care facility shall be liable to the United States in an amount determined in accordance with section 4317(c)(1) of this title.

"(b) Any amount owed the United States under subsection (a) of this section shall be paid to the United States during the one-year period beginning on the date of the breach of the agreement.".

(2) The table of sections at the beginning of such chapter is amended by adding at the end the following new items:

"SUBCHAPTER V—RESERVE MEMBER STIPEND PROGRAM

"4351. Authority for program.
"4352. Eligibility: individuals entitled to benefits under the Reserve GI Bill program.
"4353. Amount of assistance.
"4354. Obligated service.
"4355. Breach of agreement; liability.".

(b) PERIODIC ADJUSTMENTS IN AMOUNT OF ASSISTANCE.—Section 4331 of such title is amended—

(1) in the first sentence of subsection (a)(1)—

(A) by striking out "amount and" and inserting in lieu thereof "amount,"; and

(B) by striking out "amount." and inserting in lieu thereof "amount, and the maximum reserve member stipend amount.";

(2) in subsection (b)—

(A) by redesignating paragraph (3) as paragraph (4); and

(B) by inserting after paragraph (2) the following new paragraph (3):

"(3) The term 'maximum reserve member stipend amount' means the maximum amount of assistance provided to a person receiving assistance under subchapter V of this chapter, as specified in section 4353 of this title and as previously adjusted (if at all) in accordance with this subsection.".

(c) CONFORMING AMENDMENTS.—(1) Section 4301(a) of such title is amended—

(1) by striking out "and" at the end of paragraph (1);

(2) by striking out the period at the end of paragraph (2) and inserting in lieu thereof "; and"; and

(3) by adding at the end the following:

"(3) the reserve member stipend program provided for under subchapter V of this chapter.".

(2) Section 4302 of such title is amended by inserting "under subchapter I or II of this chapter" in subsections (a) and (b) after "Educational Assistance Program".

(3) Section 4304 of such title is amended by striking out "subchapter II or III" in paragraphs (1)(A), (2)(D), and (5) and inserting in lieu thereof "subchapters II, III, or V".

(c) EFFECTIVE DATE.—No educational assistance payment may be made under subchapter V of chapter 76 of title 38, United States Code, as added by subsection (a), for any period before October 1, 1989.

○

STATEMENT OF

GRADY W. HORTON

DEPUTY CHIEF BENEFITS DIRECTOR

FOR PROGRAM MANAGEMENT

DEPARTMENT OF VETERANS AFFAIRS

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING

AND EMPLOYMENT

HOUSE OF REPRESENTATIVES

September 14, 1989

Mr. Chairman and members of the Subcommittee:

Thank you for the opportunity to appear before this Subcommittee to testify concerning our implementation of the Montgomery GI Bill-Active Duty (chapter 30) and Montgomery GI Bill-Selected Reserve (chapter 106).

First, I would like to give the Subcommittee some idea of the current extent of chapter 30 participation and benefit usage as well as the expected growth of this rapidly expanding program.

Through the end of May 1989, close to 724,000 servicepersons had participated in chapter 30. This number represents 69.1 percent of those who were eligible to participate in the program. Through the end of the same period, the dollar amount of reductions from military pay for such participants comes to over $700 million.

From inception of the chapter 30 program in 1985, through the end of July 1989, 16,811 individuals received training under that chapter. Total chapter 30 benefit payments to veterans and servicepersons through the end of May 1989 were $38.7 million. Of the number in training, the overwhelming majority, 15,792 (94 percent), have trained at the college level.

Chapter 30 trainees numbered 5,599 in Fiscal Year 1988, the first year with sizable numbers of trainees. We project that during Fiscal Year 1989, there will be 21,900 trainees, increasing to just under a quarter of a million trainees in Fiscal Year 1995. We have not made any projections beyond that.

Mr. Chairman, I would like to say a few words here about chapter 30 regionalization and our experience with it thus far. Chapter 30 benefit processing was initially handled exclusively at the St. Louis regional office. Due to the growth of the chapter 30 program, however, on July 1, 1989, we established three additional chapter 30 processing centers: our regional offices in Atlanta, Buffalo, and Muskogee.

To ensure a smooth transition to four regional processing offices, we planned the moves carefully. Key personnel were called together to plan each step, and we adopted measures to accomplish a smooth operation. In addition, the designated regional processing centers were involved in the various aspects of the transition to avoid processing delays and payment interruptions.

Mr. Chairman, regionalization can have positive effects on the program by assuring timely service in claims processing. Through our efforts in this initiative, we now are fully prepared to implement a successful chapter 30 fall enrollment.

We also have generated procedures concerning the provision of Public Law 100-689 which established the chapter 30 death benefit. This benefit is payable to certain survivors of a chapter 30 participant in the event of the participant's service-connected death while on active duty. The amount of the death benefit is equal to the amount of the participant's military pay reductions under the chapter 30 program less any chapter 30 benefits paid. The Department of Defense (DOD) has provided us with a listing of 843 individuals whose survivors have potential eligibility for the benefit. As of August 18, we had paid close to 200 death benefit claims, and expect the remainder of the pending claims to be paid, if in order, by the end of September.

Mr. Chairman, one promising area of chapter 30 processing enhancement which we are pursuing is the optical disk prototype. The Veterans Benefits Administration (VBA) has been testing this new technology at the St. Louis regional office since December 1987.

Optical disk technology can allow the contents of as many as 500,000 pieces of paper to be stored on one optical disk. This allows claims personnel to review electronic images of documents on a computer terminal rather than the paper document, and gives them immediate access to the veteran's records. An evaluation of the optical disk prototype is being done, and is due in 1990.

The chapter 34 education benefit program (Old GI Bill) comes to an end on December 31, 1989. Certain individuals who have chapter 34 eligibility and who meet specified eligibility criteria may be eligible for the chapter 30 program after that date. We currently estimate that approximately 20,000 of these individuals will be eligible for chapter 30 benefits.

During the past year, we have been engaged in the development of extensive plans and procedures for the conversion of eligible chapter 34 beneficiaries to the chapter 30 system. The identification of those persons eligible for chapter 34 benefits who potentially will be converted to the chapter 30 system was undertaken using a database comparison between VA and the Defense Manpower Data Center. Additionally, all VA regional offices received training in the identification of these individuals. We also established extensive controls to facilitate the transfer of the identified individuals' records to the chapter 30 processing offices by January 1, 1990. This was done to eliminate or minimize payment interruptions in the conversion process.

In order to facilitate the smooth conversion of eligible chapter 34 beneficiaries into the chapter 30 program, we enclosed a check stuffer with the March and May payments to chapter 34 beneficiaries which notified them of the end of the chapter 34 program and of the requirements for chapter 30. We will enclose a similar stuffer with the October and November payments.

We have learned many lessons since the chapter 30 program came on the scene. One of these is the need for an effective mechanism to disseminate timely and accurate information to all inquiries. Our Veterans Benefits Counselors at each regional office now respond to these inquiries. Initially, however, we experienced a high volume of referrals of chapter 30 inquiries to the St. Louis regional processing center. We quickly realized that steps had to be taken to remedy that situtation.

Our goal was to resolve chapter 30 program inquiries quickly at the local level. Consequently, each regional office was furnished with a chapter 30 training package, and we issued a circular providing field stations with instructions for responding to chapter 30 inquiries. I am pleased to say that these steps have proved to be a great success.

Mr. Chairman, I want to share with you and the other members of the Subcommittee a positive report we received concerning our management of the chapter 30 program.

Booz, Allen and Hamilton, Inc., was engaged to assess the chapter 30 program as part of VA's continuing review of all title 38 programs. The final report concluded that the program is being administered effectively by VA. We met the challenge and attained the objectives in planning, execution, and dispensing of benefits to our veteran clientele.

Mr. Chairman, I would next like to relate our experience with implementation of the Montgomery GI Bill-Selected Reserve (chapter 106).

Currently, participation in the chapter 106 program is going quite well. Over 140,000 Selected Reservists have trained under this program since its inception on July 1, 1985. The Army National Guard has had the largest number of trainees, with some 55,000. The next highest is the Army Reserve with over 33,000. Other participation figures are: Air National Guard--over 15,000; Navy Reserve--over 14,000; Air Force Reserve--9,000 plus; Marine Corps Reserve--9,000 plus; and Coast Guard Reserve--over 1,000.

During the spring of 1989, over 60,000 claimants received benefits. Training at the less than half-time rate, which has been permitted since November 18, 1988, is increasing, but is still only a small part of the total cases.

We project that there will be 117,100 trainees in Fiscal Year 1989, with some increases in the years following, leading up to 119,400 trainees expected in Fiscal Year 1995. We have no projections beyond Fiscal Year 1995.

From all accounts, the chapter 106 program has been well received by the members of the Selected Reserve. In fact, based on a survey of individual reservists taken in 1986, 50 percent of all enlisted personnel in pay grades E-1 through E-4 who responded indicated that the use of education benefits was a major or moderate contributor to their decision to stay in the National Guard or Reserve.

We still face some challenges in the administration of the chapter 106 program. To meet them, we have frequent meetings with our counterparts in DOD and the various branches of the Armed Forces. Over the years, as with the chapter 30 program, we have forged a very good working relationship with DOD and the service branches. This relationship is the key to continued improvement of the program.

One way in which this relationship has worked has been to minimize the problem of determining basic eligibility of chapter 106 trainees. It has been our practice to pay benefits for up to 120 days to a reservist based on a valid Notice of Basic Eligibility (NOBE) from his or her reserve unit, notwithstanding initial data from our computer interface with DOD showing the trainee to be ineligible. In other words, we rely on the NOBE for such period pending an update of DOD records confirming the newly eligible reservist. Unfortunately, at the beginning of the program, it took more than 120 days before DOD computer records were updated. This resulted in the interruption of benefits to eligible trainees until the records were corrected.

Now, however, I am pleased to report that the timeliness and quality of eligibility data transmitted from the Reserve components and the proper interpretation of that data by VA personnel has vastly improved. An expedited correction procedure has been implemented which has greatly enhanced the timeliness of notification of eligibility from the Reserve components. In addition, many coding errors have been eliminated in the routine submission procedures. These initiatives have improved the quality and timeliness of the data, and we have substantially reduced the number of trainees whose benefits have been needlessly interrupted.

Both VA and DOD have also emphasized training of personnel in the unique structure of the program. This training has improved both the quality of data and the quality of claims actions. Most Reserve components, with VA participation, have conducted joint training seminars. These workshops serve to increase understanding and cooperation.

Finally, I want to mention that veterans who participate in either the chapter 30 or chapter 106 programs are provided, upon request, systematic educational, vocational, and employment counseling. This counseling is provided by VBA Vocational Rehabilitation and Counseling staff. While the counseling workload generated by the chapter 106 program is expected to remain constant through Fiscal Year 1995, the counseling workload for chapter 30 is projected to steadily grow for the same period.

This concludes my testimony, Mr. Chairman. I would be pleased to answer any questions you or other members of the Subcommittee may have.

STATEMENT
OF THE
DEPUTY ASSISTANT SECRETARY OF DEFENSE
FOR
RESOURCE MANAGEMENT & SUPPORT
(FORCE MANAGEMENT & PERSONNEL)

DAVID J. BERTEAU

Good morning, Mr. Chairman. I am pleased to appear before the Subcommittee today to discuss the Montgomery GI Bill. In my opening statement, I will cover two areas. The first of these, as you requested in your invitation, will center on implementation and effectiveness of the overall program including the recent "open period" of restored enrollment eligibility. The second will be a recommendation to improve through new legislation some particular aspects of the program.

To begin with, our enrollment experience in DoD has been positive over the course of the past year. Participation during the current fiscal year has grown from a DoD-wide aggregate of 79 percent in the first month of the fiscal year to the current rate of 85 percent reported for July. The open period completed on 30 June saw enrollment of prior non-participants increase by over 27,000. We see these improvements as resulting from greater emphasis being placed on the program by the Services' recruiters and from growing national recognition that education is a vital element in the competitive health of the country. We believe the impact of this program on recruiting has been substantial and beneficial. This program is a leading factor in the decision our young men and women make to volunteer for military service, and this is critical to the preservation of the All-Volunteer Force that has attained the quality it has today. Due in large part to the attractiveness of military training and education enhancements such as the Montgomery GI Bill, we are now able to maintain the all volunteer system in the face of increasingly scarce resources and competing Congressional proposals for legislation for national service. We believe maintaining the All-Volunteer Force is important to the Department and to the country as a whole. I must reiterate the Department's concern with respect to the several national military service legislation proposals that have been made by stating that they will prove damaging to the all volunteer system. They would have the effect of reducing recruit quality, destroying the effectiveness of current programs designed to attract and distribute quality enlistments, increasing training costs, and increasing, rather than decreasing minority participation in the Services. I believe the strength of our military relies heavily upon the principle of volunteer service, and that introduction of competing alternatives for scarce quality recruits is counterproductive. Within our current force, a strong factor in the continued input of talent and motivation has been the draw of education. We see the strength of that factor growing as education becomes a more highly sought after commodity in today's technically demanding world.

Implementation has proceeded relatively smoothly within DoD and we are continuing efforts to accelerate the processing of personnel information between the Services and DoD records centers in cooperation with the Department of Veterans Affairs. We think this will facilitate the processing and administration of veteran's benefits. We are developing working-level standard operating procedures and memoranda of agreement with the Department of Veteran's Affairs and the Services in anticipation of the growth in use of these benefits. Our goal is to ensure that administrative errors are minimized and easily resolved. I am confident this will be the case.

With respect to legislative improvements, there are three instances where eligibility for benefits should be considered. The first is that enlisted member who enrolls and contributes money into the program in good faith and is subsequently selected for participation in the ROTC program. Under current provisions, this individual loses all benefits due to failure to meet minimum service requirements. This individual represents a relatively small percentage of the force but is one that is highly talented and motivated, and deserves eligibility to defray the college education expenses not covered by ROTC. We would like to see one month's benefit for each month's service. This proposal was raised last year in a similar hearing as this, and we would like to see it enacted.

The second consideration for eligibility is that member who becomes a sole surviving child, and is required to leave the service. Again, this is a small number of people, however we believe it to be an equity issue that should be corrected. We believe the active duty separation in both cases should not warrant a forfeiture of benefits.

Lastly, those persons whose enlistments are terminated by reason of error or defective enlistment that is not a consequence of fraud, should be allowed to re-start the eligibility clock if they later become eligible to enlist. All of these measures are minor adjustments that will simply fine-tune an effective program.

Thank you very much, Mr. Chairman. This concludes my statement, and I am ready for any questions you or the other members may have.

STATEMENT OF
THE DEPUTY ASSISTANT SECRETARY OF DEFENSE
FOR RESERVE AFFAIRS

ALBERT V. CONTE

HEARING BEFORE THE SUBCOMMITTEE ON EDUCATION, TRAINING
AND EMPLOYMENT

HOUSE OF REPRESENTATIVES

SEPTEMBER 14, 1989

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
COMMITTEE

Mr. Chairman and members of the Subcommittee:

Thank you for the opportunity to discuss with you the progress made this year in administering the Reserve educational assistance program. While areas for improvement certainly remain, there is also much to report on the accomplishments this year within the Department of Defense to ensure that the opportunities and benefits in the Montgomery GI Bill (MGIB) are available to every eligible reservist.

Over the past 4 years, the Montgomery GI Bill has developed into one of the most important recruiting and retention incentives established for the Reserves in a decade. Due to the lack of available or accurate data, earlier progress reports may have presented a somewhat insufficient picture of the true importance and potential of the MGIB for the Reserves. The information and statistics that follow are current as of July 1989, and reflect substantial improvement in the administration of the program, the manner in which the MGIB is being promoted, the degree to which quality high school graduates are attracted to the Reserves as a result of the educational benefits, and the support given by the Services to improving the MGIB data base.

Initial difficulties associated with the implementation of the Reserve MGIB centered around the inability to rapidly and accurately capture eligibility data, and to establish an individual's eligibility with the Veterans' Administration. As recently as September 1987, the number of reservists with an "unknown" MGIB eligibility status exceeded 120,000. Figures 1 thru 3 below show the dramatic improvement which has been made, especially in the Army Reserve and Naval Reserve, in reducing the number of unknowns to approximately 45,600 as of July 31, 1989.

FIGURE 1

Selected Reserve Personnel
Percent Eligible & Unknown by Component
As of September 30, 1987

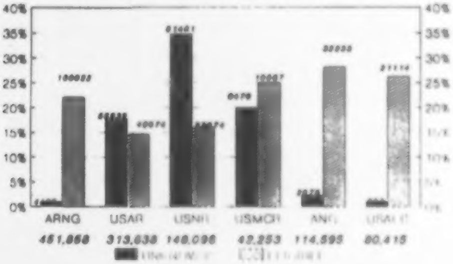


FIGURE 2

Selected Reserve Personnel
Percent Eligible & Unknown by Component
As of September 30, 1988

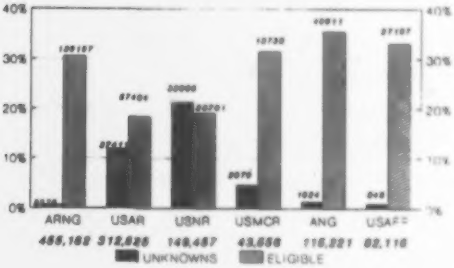
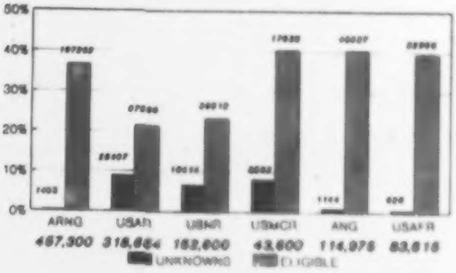


FIGURE 3

Selected Reserve Personnel
Percent Eligible & Unknown by Component
As of July 31, 1989



During FY 1989, automation support for program administration has improved measurably in most areas of accountability. The Defense Manpower Data Center (DMDC) has doubled the storage capacity of the MGIB data base. Management reports, until recently produced manually, are now fully automated. The Reserve Components Common Personnel Data System (RCCPDS), which supplies DMDC with information on MGIB participants, has improved in quality and quantity of data as a result of the Services committing substantial personnel and logistical resources to support of the MGIB. The number of constituent complaints forwarded to Reserve Affairs has declined to 2 or 3 per month. Such complaints are usually resolved over the telephone within 24 hours. In more difficult cases, a working group of officers within OASD Reserve Affairs and the Services coordinates an appropriate and timely remedy.

Since its inception as the first general educational entitlement for the Selected Reserves, the Montgomery GI Bill is now recognized as one of the most significant factors in a person's decision to join or continue an enlistment in a Reserve component. Selected Reserve accessions into 6-year or greater terms of service have increased steadily, from 39 percent of all Selected Reserve accessions in FY 1985, to 67 percent of all Selected Reserve accessions thus far in FY 1989. Not coincidentally, the number of applicants for Reserve MGIB benefits has also increased, up 29 percent from FY 1987 to FY 1988. During the first 7 months of FY 1989, 39 percent of all new accessions into the Reserves also applied for the MGIB at the time of enlistment. This compares to 35 percent in FY 1988. As of July 1989, 144,059 reservists have applied for, and approximately 138,000 have actually received, MGIB benefits.

TABLE 1

Montgomery GI Bill-Selected Reserve
Percent of 6-year or Greater Terms of Enlistments
FY 1987 thru July 1989

Reserve Component	FY 1987	FY 1988	JULY 1989
Army National Guard	56%	61%	62%
Army Reserve	82	84	85
Naval Reserve	53	47	59
Marine Corps Reserve	60	61	59
Air National Guard	49	39	45
Air Force Reserve	65	68	70

TABLE 2

Montgomery GI Bill-Selected Reserve
Applicants by Component, by Fiscal Year

Reserve Component	FY 1986[1]	FY 1987	FY 1988	FY 1989[2]	Total
Army National Guard	13,707	12,090	16,673	13,531	56,728
Army Reserve	6,298	7,983	12,479	9,518	36,609
Naval Reserve	2,435	3,472	5,094	3,746	14,879
Marine Corps Reserve	852	2,017	3,494	3,133	9,548
Air National Guard	5,251	3,996	3,697	2,323	15,548
Air Force Reserve	2,179	2,078	2,841	2,380	9,594
Coast Guard Reserve	199	281	358	301	1,155
Total	30,921	31,927	44,636	34,932	144,059

[1] Prior to Feb 1986, 25% to 35% of records had incorrect component codes. Since Feb 1986, level of incorrect coding decreased to 3%. There was a total of 1653 applicants in FY 1985.

[2] As of July 31, 1989

Possibly one of the most illuminating measures of the impact of the Reserve MGIB is the comparison of annual loss rates, by cohort, from the Selected Reserve. This is a totally new measurement capability, and while the data is still being analyzed, behavioral trends are evident. Enlistees first entering the Reserves in July 1985, have attritted at an average of 11 percent per year thru July 1988. In contrast, initial indications are that attrition for MGIB participants of the 1985 cohort thru FY 1988, is approximately half that of non-participants. Studies, such as the 1986 Reserve Component Survey, have suggested the importance of educational benefits to the individual reservist, but it is only with the recent development of the MGIB cohort file that we can observe the direct impact of the MGIB educational benefit on Reserve participation.

Concomitant with the improved collection and reporting of participation data, the Department is now initiating the statutory refund (penalty) provision of the Reserve MGIB, for those reservists who fail to participate satisfactorily or otherwise breach their obligated service agreement. The first refund management reports were delivered to the Services this month. The Department believes that the implementation of this capability will result in a higher percentage of reservists who satisfactorily complete their obligated service.

The number of reservists identified as candidates for recoupment, by component, and initial calculations of penalties due (not including interest), is shown at Table 3. This is a preliminary estimate, and considers only those records with sufficient data to calculate the penalty amount. DMDC reports an additional 800 recoupment candidates for which, due to incomplete records, the recoupment amount cannot be calculated.

TABLE 3

Montgomery GI Bill-Selected Reserve
DoD Recoupment Status Report
(July 1989)

Reserve Component	NUMBER	PENALTY* AMOUNT
Army National Guard	77	$44,194
Army Reserve	493	384,897
Naval Reserve	72	46,994
Marine Corps Reserve	1	485
Air National Guard	0	0
Air Force Reserve	198	149,372
DoD Total	841	625,943

*Does not include allowable interest, which is equal to the highest rate paid by the United States on the day on which the refund is determined to be due, for securities having maturities of 90 days or less. Interest accrues from the day on which the member is first notified of the amount due.

*Approximately 50% of recoupment candidate records do not have sufficient data to calculate penalty.

The Department has devoted considerable resources to the promotion of the MGIB. The Joint Recruiting Advertising Program (JRAP) budget for FY 1988 was approximately \$28 million, of which approximately \$5 million was for television spots and collateral materials specifically for the MGIB. The media experts estimate these television spots will reach 93% of American households with television sets. The JRAP also funds a monthly mailing to between 120,000 and 140,000 young men recently registered with the Selective Service, explaining that the opportunities of the active forces, the Reserves, and the MGIB are great ways to pay for further education. Also included in the JRAP budget, is about \$1 million for Futures magazine, sent to most high school seniors, and featuring advertising from the Armed Services. The latest issue includes a two page spread on the MGIB. The JRAP advertising message is intentionally generic, however, each Service has tailored advertising campaigns, targeted on unit requirements and programs currently available, including the MGIB.

In addition to initiating the recoupment program, the Department has also implemented improvements enacted in the 100th Congress. It is no longer necessary to serve 180 days in the Selected Reserve to be eligible for the Reserve MGIB, and members may now receive benefits while pursuing less than half-time academic schedules. The first change has eased eligibility determination; the second has availed the Montgomery GI Bill educational opportunities to more reservists than ever before. As of June 1989, the VA estimates that approximately 4,000 reservists are attending at less than half time. This represents about 2 percent of the reservists currently receiving benefits.

Mr. Chairman, I believe this statement demonstrates the enthusiasm and support the Department and the Services have for the Reserve Montgomery GI Bill. As a general entitlement, available to all qualified reservists in any specialty or type unit, the program is successful because new recruits and reservists perceive it to be genuinely beneficial to both the Reserves and the individual. The Reserve MGIB has worked extremely well in conjunction with the targeted Selected Reserve incentive programs aimed at specific units and skills. The Department believes that the Reserve MGIB is working effectively, and will continue to be effective as a general entitlement.

Mr. Chairman, this completes my prepared testimony. I thank you again for the opportunity to appear before the Subcommittee.

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO THE COMMITTEE ON VETRANS' AFFAIRS
UNITED STATES HOUSE OF REPRESENTATIVES
SEPTEMBER 1989

SUBJECT: MONTGOMERY G. I. BILL

STATEMENT OF: MAJOR GENERAL JOHN B. CONAWAY
VICE CHIEF,
NATIONAL GUARD BUREAU

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE VETERANS' AFFAIRS
COMMITTEE

Mr. Chairman, and members of the Committee:

Thank you for the opportunity to be here and represent the more than one-half million men and women of the Army and Air National Guard. I express our appreciation for the outstanding support which the Congress and this Committee, in particular, have given us. Our ability to meet this country's high expectation of us is, in large measure, a result of the interest and genuine concern for our soldiers and airmen which you, the members of this committee, have demonstrated over the years.

Lieutenant General Herbert Temple, Chief, National Guard Bureau, previously testified before this Subcommittee and stated that the Montgomery G. I. Bill (MGIB) was possibly the most visionary thing that happened during his military career. Its benefits are many and it helps the military as well as citizens in local communities. Costs do need to be considered, but the MGIB contributes to a better educated people who can then earn more which provides a lasting effect on the country. General Temple also said there is a possibility that training costs may be reduced if vocational-technical training is covered by the MGIB.

We in the Guard are well aware of the overall efforts to reduce the deficit and the need to stay within the President's budget, and we carefully and thoughtfully consider this when the Montgomery G. I. Bill is discussed. There is no doubt, however, that the MGIB has been a most significant recruiting and retention tool for the National Guard. Army National Guard enrollment continues to increase and we expect that trend to continue; however, current trends show a slowing down of participation by Air National Guard members.

We are certain, though, that with the present challenges we are facing in attracting and retaining quality personnel in the National Guard, we need to make maximum use of all our incentive programs, and, in particular, the MGIB. The Chief of the National Guard Bureau recently sent a letter to all of the Adjutants General requesting increased emphasis on the MGIB. Also, the Directors of the Army and Air National Guard will continue to encourage maximum use of the program.

Based upon June 30, 1989 statistics, 213,759 Army and Air Guard members are eligible to use the MGIB; 57,507 (27%) are actually participating. Recruiting and retention personnel are engaged in a continuing, aggressive advertising campaign to reach as much of the population as possible, both military and civilian.

Since its inception in 1985, the MGIB has added several enhancements to reduce administrative problems. Additionally, the HASC report 101-121 would restrict Active Guard/Reserve (AGR) personnel to eligibility for educational benefits under the active component program. SASC Report 101-81 concurs with this change. We do not know at this time whether these changes will be a part of the 1990-91 Authorization Bill.

Since the program started in July 1985, 56,658 Army National Guard soldiers have received benefits from an eligible pool of 167,232 for a 34% usage rate. Eighty-five percent of these are full-time college students. The number of users is expected to reach 75,000 in 1992.

Currently, there are 46,527 Air National Guard members who have met MGIB eligibility. Of this number, 14,417 are actually participating which represents 30.9% of all eligible ANG officers and enlisted members. The surge in MGIB qualifying actions seemed to have peaked in early Fiscal Year (FY) 1987 as six-year commitments for that year were 49.6%. A plateau of six-year commitments developed in FY88 and the first quarter of FY89.

Administration of the MGIB has not been flawless, but the problems are being solved. There is a system of expeditious corrections in place which allows corrections to be made to the data base almost immediately when errors are discovered. Army Guard unit level personnel and Air Guard Consolidated Base Personnel Office personnel are becoming better informed and are making fewer administrative errors. Management personnel in the field are working hard to achieve a zero error rate. The program continues to be well-received by National Guard members.

In summary, the National Guard has reaped benefits from the Montgomery G. I. Bill since its inception in 1985. Educational benefits derived will certainly benefit the military services, but equally of interest is the benefits that will be derived by the nation from having a better educated people.

Mr. Chairman, this concludes my prepared statement. I will be happy to respond to any questions you may have.

RECORD VERSION

STATEMENT BY

MG WILLIAM F. WARD

CHIEF, ARMY RESERVE

OFFICE, CHIEF, ARMY RESERVE

DEPARTMENT OF THE ARMY

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING, AND EMPLOYMENT

COMMITTEE ON VETERANS AFFAIRS

UNITED STATES HOUSE OF REPRESENTATIVES

FIRST SESSION, 101ST CONGRESS

SEPTEMBER 14, 1989

MONTGOMERY G. I. BILL

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE
VETERANS AFFAIRS COMMITTEE

STATEMENT OF MG WILLIAM F. WARD

Mr. Chairman and Members of the Committee:

It is a pleasure to be here this morning to discuss the Montgomery G.I. Bill. The Montgomery G.I. Bill is one of the Army Reserve's most significant programs designed to enhance recruiting and retention. Army Reserve soldiers have been enjoying the educational benefits of the Montgomery G.I. Bill since July 1985 when the test period for the bill began. I am pleased to say that since my previous testimony before this committee, the number of Army Reservists who use the G.I. Bill has continued to grow.

Based upon our June 30, 1989 statistics, of the approximately 68,000 Army Reservists eligible to use the Montgomery G.I. Bill, about 25,000 (36%) are actually participating. To date, a total of about 35,000 Army Reserve soldiers have received Montgomery G.I. Bill benefits since the program's inception in 1985. The reason the number of participants is increasing is the considerable emphasis that has been placed on making Montgomery G.I. Bill management efficient.

First, we have increased Montgomery G.I. Bill publicity by utilizing existing command information publications. A series of lengthy articles on the Bill is reaching nearly 600,000 Reservists. The publicity includes descriptions of the benefits to which soldiers are entitled and outlines of procedures intended to preclude administrative confusion.

Further, there is an intensified effort to train incentive managers throughout the Army Reserve structure. Training seminars were held quarterly for management personnel. In addition, training curriculums are being expanded to better inform unit level personnel.

Lastly, an exhaustive effort is under way to improve the U. S. Army Reserve Montgomery G.I. Bill data base. Part of the improvement includes the ability to make instantaneous corrections. The system allows corrections to be made to the data base almost immediately when errors are revealed.

On the surface, we find the proposed Bill, H.R. 3199, the Veterans Health Professional Educational Amendments of 1989, inviting. The Bill would provide Army Reservists with an excellent opportunity to pursue a health care profession while enhancing the Army Reserve's health care contribution to the nation's defense. Nevertheless, judicious assessment cannot be completed without a thorough understanding of the contractual obligation and mobilization implications of the proposal.

Mr. Chairman, this concludes my prepared remarks. I will be happy to answer any questions you or the committee members may have.

DEPARTMENTS OF THE ARMY AND THE AIR FORCE
NATIONAL GUARD BUREAU
WASHINGTON DC 20310

16 AUG 1989

REPLY TO ATTN OF NGB-PO

SUBJECT (All States Log Number I89-0306) Montgomery GI Bill Participation

TO The Adjutants General of all States, Puerto Rico, the Virgin Islands, Guam, and the District of Columbia

1. With the present challenges we are facing in attracting and retaining quality personnel in the National Guard, we cannot afford to underutilize any of our incentive programs. One such program, the Montgomery GI Bill (MGIB), is a valuable Recruiting and Retention tool for the National Guard and needs increased emphasis throughout the National Guard.

2. Currently, of the 213,759 Army and Air National Guard members eligible for this program, only 73,683 (34%) are participating. We need effective programs to increase participation. If our Retention personnel are familiar with their duties and responsibilities, they can effectively administer this program. Advertising is another key issue. Retention personnel must set up a very aggressive advertising campaign to reach as much of the population as possible, both military and civilian.

3. With the programmed growth of the Guard, and our shrinking market from which to recruit, we simply must maximize our Recruiting and Retention tools. Your support of this program along with aggressive advertising and monitoring of the MGIB, will result in increased participation, more enlistments, and better retention.

HR Temple Jr

Herbert R. Temple, Jr.
Lieutenant General, USA
Chief, National Guard Bureau

RECORD VERSION

STATEMENT BY

BG ROGER C. BULTMAN

DEPUTY CHIEF, ARMY RESERVE

OFFICE, CHIEF, ARMY RESERVE

DEPARTMENT OF THE ARMY

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING, AND EMPLOYMENT

COMMITTEE ON VETERANS AFFAIRS

UNITED STATES HOUSE OF REPRESENTATIVES

FIRST SESSION, 101ST CONGRESS

SEPTEMBER 14, 1989

MONTGOMERY G. I. BILL

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE
VETERANS AFFAIRS COMMITTEE

STATEMENT OF BG ROGER C. BULTMAN

Mr. Chairman and Members of the Committee:

It is a pleasure to be here this morning to discuss the Montgomery G.I. Bill. The Montgomery G.I. Bill is one of the Army Reserve's most significant programs designed to enhance recruiting and retention. Army Reserve soldiers have been enjoying the educational benefits of the Montgomery G.I. Bill since July 1985 when the test period for the bill began. I am pleased to say that since General Ward's previous testimony before this committee, the number of Army Reservists who use the G.I. Bill has continued to grow.

Based upon our June 30, 1989 statistics, of the approximately 68,000 Army Reservists eligible to use the Montgomery G.I. Bill, about 25,000 (36%) are actually participating. To date, a total of about 35,000 Army Reserve soldiers have received Montgomery G.I. Bill benefits since the program's inception in 1985. The reason the number of participants is increasing is the considerable emphasis that has been placed on making Montgomery G.I. Bill management efficient.

First, we have increased Montgomery G.I. Bill publicity by utilizing existing command information publications. A series of lengthy articles on the Bill is reaching nearly 600,000 Reservists. The publicity includes descriptions of the benefits to which soldiers are entitled and outlines of procedures intended to preclude administrative confusion.

Further, there is an intensified effort to train incentive managers throughout the Army Reserve structure. Training seminars were held quarterly for management personnel. In addition, training curriculums are being expanded to better inform unit level personnel.

Lastly, an exhaustive effort is under way to improve the U. S. Army Reserve Montgomery G.I. Bill data base. Part of the improvement includes the ability to make instantaneous corrections. The system allows corrections to be made to the data base almost immediately when errors are revealed.

Mr. Chairman, this concludes my prepared remarks. I will be happy to answer any questions you or the committee members may have.

NOT FOR PUBLICATION UNTIL RELEASED BY
THE VETERANS AFFAIRS COMMITTEE

STATEMENT OF
REAR ADMIRAL J. E. TAYLOR, USN
DIRECTOR OF NAVAL RESERVE
BEFORE THE
COMMITTEE ON VETERANS AFFAIRS
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
ON THE
MONTGOMERY GI BILL
14 SEPTEMBER 1989

NOT FOR PUBLICATION UNTIL RELEASED BY
THE VETERANS AFFAIRS COMMITTEE

Mr. Chairman and members of the Subcommittee: I am particularly pleased that my first opportunity to appear before Congress as Chief of Naval Reserve is on an issue that is so beneficial to our members. The Naval Reserve greatly appreciates the support that you have provided.

My predecessor, RADM F. Neale Smith, and his deputy, RADM Thomas Hall, both testified before this subcommittee on previous occasions and reported on the positive effects of the Montgomery GI Bill on recruiting and retention. I can assure you that this benefit not only continues, but, with the passage of time, becomes even greater and more obvious. Many of those entering the Naval Reserve choose six year contracts specifically to qualify for the Montgomery GI Bill. This is particularly noteworthy in the case of our younger prior service accessions and reenlistees, who are becoming increasingly important to our future manning needs. The greater number of six year contracts has improved the retention of quality members and improved our readiness. To optimize the benefits of this program we utilize promotional efforts beyond the national television advertisements. These include explanatory brochures provided directly to accession candidates by our recruiters, articles in publications like the Naval Reservist News, and Retention Information Bulletins issued with the Naval Reservists' paychecks. We have seen 14,879 applicants as of July 31, 1989, a 32 percent increase over the prior year. We also have 35,512

identified as eligible for benefits, a 23 percent increase for the same period.
Administration of the Montgomery GI Bill for the Naval Reserve has progressed beyond the initial challenges of data collection, identification of potentially eligible members and expediting corrections. The Naval Reserve has improved the identification of unknown eligibles by 76 percent in the last year and improved by 28 percent the accuracy of data provided by the field.
We are now looking at ways to further refine the quality of data used to administer the program, and to prepare for the growth and changes that most likely will occur. One of our primary tools for improved administration is the Reserve Standard Training Administration and Readiness Support (RSTARS) system which began implementation in March 1989. This computer-based administrative support system significantly improves the quality of information input for the Montgomery GI Bill and by November, 1989, will provide updated data for all Naval Reservists. We are also developing procedures for use in handling members who are released from the Selected Reserve for disability who qualify for benefits through the full 10 year delimiting period. We will also begin efforts to recoup paid benefits from unsatisfactory drillers who fail to complete their six year enlistment.

I have reviewed H.R. 3199, the "Veterans Health Professionals Educational Amendments of 1989" and, defer to the Department of Veterans' Affairs on the need for such a program.

Mr. Chairman, this concludes my testimony. Thank you again for the opportunity to present these comments. I will be glad to respond to any questions you may have for me.

STATEMENT OF: MAJOR GENERAL ROGER P. SCHEER
Chief of Air Force Reserve
Headquarters, USAF

MISTER CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for the opportunity to appear before this committee. The Air Force Reserve has long appreciated your outstanding support in improving educational and training benefits for our reservists.

First, a few comments about the Montgomery GI Bill program in general. Air Force Reserve recruiting, retention, and participation have significantly improved during the past two years. Our unit manning, skill qualification, and readiness are at an all time high. We owe much of this progress to the positive incentives provided by the Montgomery GI Bill. Not only has it helped us to meet our strength objectives, but it's also been an attraction for the high quality people that we need for the Air Force Reserve.

A recent Air Force Reserve retention survey indicated MGIB educational benefits were the key factor in 33% of enlistment and reenlistment decisions made by those individuals surveyed. When we compare that statistic to the fact that most of our MGIB participants are half-time students, and are drawing less than $100 per month in benefits, it appears that we are getting an outstanding return for our money.

More than 9,000 of our currently assigned personnel are actively enrolled or have participated in the reserve MGIB at some time. We are using every means available to improve awareness and participation in the program, and we anticipate increased enrollments as the program expands.

With regard to the proposed Veterans Health Professionals Educational Amendments of 1989, H.R. 3199 -- we defer to the Department of Veterans Affairs on the need for such a program.

Mr Chairman, thank you again for this opportunity to address this Subcommittee.

STATEMENT BY

REAR ADMIRAL JOHN N. FAIGLE

CHIEF, OFFICE OF READINESS AND RESERVE

U. S. COAST GUARD

MISTER CHAIRMAN, MEMBERS OF THE SUBCOMMITTEE, I AM REAR ADMIRAL JOHN N. FAIGLE, U. S. COAST GUARD, CHIEF OF THE OFFICE OF READINESS AND RESERVE. I AM VERY PLEASED THAT MY FIRST APPEARANCE BEFORE THE CONGRESS ON ASSUMING THE DUTIES AS CHIEF OF THE COAST GUARD RESERVE IS TO REPORT TO YOU ON THE IMPLEMENTATION AND EFFECTIVENESS OF THE MONTGOMERY GI BILL (MGIB) WITHIN OUR COAST GUARD RESERVE PROGRAM.

FY 1989 HAS SEEN A NUMBER OF ENHANCEMENTS IN THE COAST GUARD RESERVE ADMINISTRATION OF THE MGIB -- PRIMARILY THROUGH AUTOMATION -- WHICH, COLLECTIVELY, HAVE RESULTED IN A MARKEDLY IMPROVED QUALITY OF SERVICE TO EACH RESERVIST WHILE SIGNIFICANTLY REDUCING THE TIME TO VERIFY ELIGIBILITY. FOR EXAMPLE:

1. EARLY IN FY 1989, OUR AUTOMATED INFORMATION SYSTEMS CAPABILITIES INCREASED SUFFICIENTLY TO ENABLE US TO DEDICATE THE RESOURCES REQUIRED TO PROGRESS TOWARD ACHIEVING FULL AUTOMATION OF THE ELIGIBILITY DETERMINATION PROCESS. A MEMBER IS NOW DECLARED ELIGIBLE IMMEDIATELY UPON COMPLETION OF ALL ELIGIBILITY REQUIREMENTS. THIS IS A SIGNIFICANT IMPROVEMENT OVER THE VERY TIME CONSUMING MANUAL PROCESS THAT ENTAILED MAILING "HARD COPY" DOCUMENTS THROUGH SEVERAL ECHELONS OF OUR ORGANIZATION.

2. MY HEADQUARTERS STAFF HAS OBTAINED ON-LINE ACCESS TO THE DEFENSE MANPOWER DATA CENTER'S (DMDC) MGIB QUERY SYSTEM. THIS ALLOWS A VIRTUALLY INSTANTANEOUS REVIEW OF UP-TO-DATE INFORMATION ON A RESERVIST'S ELIGIBILITY STATUS.

3. ALSO AT HEADQUARTERS, WE HAVE ESTABLISHED A PROGRAM HISTORICAL FILE, WHICH IS BECOMING A REPOSITORY FOR ALL MGIB DATA SUBMISSIONS FROM FIELD ACTIVITIES. THIS ENABLES QUICK RESPONSE TO INQUIRIES FROM THE DMDC, DEPARTMENT OF VETERANS AFFAIRS REPRESENTATIVES AND THE FIELD ACTIVITIES THEMSELVES.

4. FINALLY, FIELD ACTIVITIES NOW RECEIVE MONTHLY REPORTS UPDATING MEMBER ELIGIBILITY AND IDENTIFYING PREVIOUSLY INELIGIBLE RESERVISTS WHO NOW APPEAR TO MEET THE QUALIFYING CRITERIA. THESE REPORTS REMOVE ANY NEED FOR FIELD ACTIVITIES TO QUERY HEADQUARTERS TO VERIFY A RESERVIST'S ENTRY INTO THE MGIB.

BUT THERE IS STILL MORE TO BE DONE TO IMPROVE OUR ADMINISTRATION OF THE MGIB. FUTURE ENHANCEMENTS INCLUDE INTEGRATING THE SELECTED RESERVE (SELRES) MGIB DATA PERMANENTLY WITH THE ACTIVE DUTY COAST GUARD'S PERSONNEL MANAGEMENT INFORMATION SYSTEM (PMIS). SCHEDULED FOR IMPLEMENTATION IN APRIL 1990, THIS WILL ELIMINATE THE NEED FOR A SEPARATE DATA BASE AND KEYPUNCHED DATA ENTRY, AND WILL MAKE THE DATA MORE ACCESSIBLE TO COAST GUARD USERS. EVEN MORE IMPORTANT, WE ANTICIPATE THAT THE TIME FROM A RESERVIST'S DATE OF BASIC ELIGIBILITY TO ENTRY IN THE MGIB DATA BASE WILL BE REDUCED TO THIRTY DAYS.

THE COAST GUARD IS FINDING THE MGIB AN IMPORTANT TOOL IN ATTRACTING YOUNG PEOPLE TO THE COAST GUARD RESERVE. BASED UPON NUMEROUS INQUIRIES FROM RECRUITERS AND OUR COMMAND ENLISTED ADVISORS, AND FROM DISCUSSIONS BETWEEN MEMBERS OF THE SELECTED RESERVE AND MY STAFF, I AM CONVINCED THAT THE MGIB IS BENEFITING BOTH RECRUITING FOR AND RETENTION IN THE COAST GUARD RESERVE. WE RECRUITED 1309 RESERVISTS IN FY 1988 AND OVER 500 OF THESE BECAME ELIGIBLE FOR THE MGIB UPON COMPLETING INITIAL ACTIVE DUTY FOR TRAINING. WHILE THE TOTAL NUMBER RECRUITED DROPPED FROM FY 1988 TO FY 1989, THE PERCENTAGE OF RECRUITS ELIGIBLE TO PARTICIPATE IN THE MGIB INCREASED FROM 38 PERCENT IN FY 1988 TO 44 PERCENT IN FY 1989. OF THE 911 RESERVISTS RECRUITED THUS FAR IN FY 1989, WE EXPECT AT LEAST 400 TO BE ELIGIBLE TO PARTICIPATE AS SOON AS THEY COMPLETE INITIAL ACTIVE DUTY FOR TRAINING. CURRENTLY, SOME 4105 COAST GUARD RESERVISTS ARE ELIGIBLE TO PARTICIPATE -- UP FROM 1331 IN SEPTEMBER OF 1988. OF THESE, THE MOST RECENT DMDC REPORT INDICATES THAT 1188 HAVE RECEIVED OR APPLIED FOR BENEFITS.

RECRUITERS HAVE BEEN VERY POSITIVE ABOUT THE SELRES MGIB AND AS AN INCENTIVE TO PROSPECTIVE RECRUITS. IN FY 1990 WE PLAN TO DEVELOP A SEPARATE BROCHURE ON THE MGIB TO ASSIST RECRUITERS EVEN FURTHER IN ATTRACTING THE CALIBER OF RECRUITS THE COAST GUARD RESERVE WILL NEED IN THE FUTURE. ONE OF OUR MAJOR RECRUITING PROGRAMS DIRECTLY TARGETS STUDENTS, WITH THE EMPHASIS ON HIGH SCHOOL JUNIORS AND SENIORS. IN FY 1990, WE PLAN TO REDIRECT THE FOCUS OF THIS PROGRAM TO HIGH SCHOOL SENIORS, COLLEGE AND TRADE SCHOOL STUDENTS. IN THIS PROSPECT POOL, WE FEEL THE MGIB WILL BE PARTICULARLY ESSENTIAL TO ENSURING ATTAINMENT OF RECRUITING GOALS.

I WOULD BE REMISS IF I FAILED TO COMMENT ON THE COOPERATION WE HAVE RECEIVED FROM THE DEPARTMENT OF VETERANS AFFAIRS. OUR RELATIONS WITH STAFF THERE HAVE BEEN VERY POSITIVE THROUGHOUT THE MGIB PROGRAM DEVELOPMENT. WE HAVE FOUND THEM TO BE MOST RESPONSIVE AND HELPFUL IN RESOLVING PROBLEMS THAT HAVE ARISEN. THE SIGNIFICANCE OF THIS RELATIONSHIP CANNOT BE OVERSTATED. OUR EXPERIENCE WITH THE VA HAS BEEN ONE OF COMPLETE COOPERATION TOWARD THE MUTUAL GOAL OF A COAST GUARD RESERVIST WHO PRIZES HIS PARTICIPATION MORE HIGHLY AND ALSO IS A BETTER EDUCATED CITIZEN.

FINALLY, WE IN THE COAST GUARD AND COAST GUARD RESERVE APPLAUD YOUR RECOGNITION OF THE NEED FOR THE MGIB AND ARE APPRECIATIVE OF YOUR ONGOING SUPPORT.

THIS CONCLUDES MY FORMAL STATEMENT. I WILL BE PLEASED TO ANSWER ANY QUESTIONS THAT YOU MAY HAVE.

STATEMENT BY

MAJOR GENERAL CHARLES M. KIEFNER

PRESIDENT

of the

NATIONAL GUARD ASSOCIATION OF THE UNITED STATES

to the

Subcommittee on Education, Training and Employment

of the

House Committee on Veterans' Affairs

14 September 1989

Mr. Chairman, and members of the subcommittee, I sincerely appreciate this opportunity to present the views of the National Guard Association of the United States on the effectiveness of the Montgomery GI Bill and on the need for amendments to enhance it.

THE ROLE OF THE NATIONAL GUARD

As we testified before this Committee earlier this year, the role of the National Guard has continued to expand since introduction of the Total Force Policy in the early 1970s. Many elements of the Army and Air National Guard are tasked in contingency plans for use within 72 hours of the start of a conflict. National Guard units are tasked in all major theater wartime scenarios throughout the world. The National Guard provides forward defense and early deploying units with missions that range from early commitment in combat to sustaining theater combat, combat support and combat service support forces.

The contribution of the National Guard to the nation's conventional forces is measured in terms of immediate response to contingencies and early deployment in the event of mobilization. With the current missions the National Guard can no longer be considered a force in reserve unavailable until well after the start of a conflict. With 36 percent of Army combat divisions and 25 percent of Air Force tactical fighters, as examples, expanded reliance on the Guard now requires that Guard forces be fully ready for mobilization.

The basic ingredients of readiness are equipment, facilities for maintenance and training, and, of course, high quality, trained manpower. The increased levels of mission and training activities, which have developed as a result of the expanding role of the National Guard, have generated growing manpower, equipment and training requirements. Therefore, the National Guard Association has concentrated its efforts toward the allocation of adequate manpower, equipment, training and facilities needed to accomplish wartime missions. In addition, we have addressed improvement in personnel benefits and entitlements, especially in the areas of education and survivor benefits.

MANPOWER REQUIREMENTS

Although equipment and training are essential ingredients of wartime readiness, probably the most important element in producing combat ready National Guard units is the ability to recruit and retain the required number of quality personnel. While the National Guard has continued to meet its approved manpower goals in recent years, increased reliance on the Guard has placed even greater demands on recruiting and retention to meet both the full-time support and total Selected Reserve strength requirements.

At the end of FY 1988, the Army National Guard had attained a total strength level of 455,182, including 25,659 full-time Active Guard/Reserve (AGR) members and 28,385 military technicians. The Air National Guard ended FY 1988 with a strength level of 115,221, including 7,709 AGR members and 23,409 technicians. In FY 1989, the Army Guard is programmed to grow to a total strength level of 457,300 with 25,914 AGR members and 28,120 military technicians. The Air Guard figures are 114,975 total strength, with 7,948 AGR and 23,644 technicians. Continued growth is programmed through the five year defense program (FYDP). Effective recruiting and retention efforts will be critical if we are to achieve the desired strength and maintain the readiness of the National Guard and the Total Force.

RECRUITING AND RETENTION INCENTIVES

There are a number of incentives that have been helpful in achieving required strength goals. They include enlistment and reenlistment bonuses, tuition assistance and educational loan repayment programs. Some have been developed to serve a special purpose and are targeted to specific critical skills or occupations, such as medical skills.

The bonus and tuition assistance programs continue to be important parts of the overall incentive package for recruiting and retaining high-quality targeted segments of the civilian population. They have been instrumental over the past few years in helping to reduce the shortage in many critical skill specialties.

Educational assistance through the Army Continuing Education System (ACES) is available to all members of the active Army and to members of the Army National Guard and Army Reserve except for officers on active duty or AGR status and all Guard and Reserve warrant officers. The program also prohibits all Army Guard and Reserve personnel from receiving tuition assistance for graduate studies. Legislation to amend Section 2007, Title 10, USC to entitle all members of the Army Guard and Army Reserve to the same ACES opportunities currently afforded to the active component, and to most Guard and Reserve soldiers, would be helpful. We will continue to work this issue with the Armed Services Committees.

MONTGOMERY GI BILL

We continue to fully support the current provisions of the Montgomery GI Bill. Although it is not targeted toward specific specialties, the Montgomery GI Bill for the Selected Reserve continues to be an extremely valuable incentive for across-the-board recruitment and retention within the National Guard. By providing education assistance, it serves as a very effective attraction to college oriented individuals. It promotes the Guard/Reserve all-volunteer program by assisting in recruitment of high-quality personnel. It also improves retention through the six-year enlistment/reenlistment requirement and by authorizing participation only while in Selected Reserve status.

The data provided by the Department of Defense confirms the continued success of the Montgomery GI Bill. Continued high level of participation in the program and increased levels of 6-year enlistments are evidence of its success.

MONTGOMERY GI BILL AMENDMENTS

The proven effectiveness of the Montgomery GI Bill for the Selected Reserve as a tool for improving overall quality manning and readiness of the Guard and Reserve continues to be limited by the exclusion of certain types of educational assistance. Expansion of the programs of education available to Guard and Reserve members to emulate those available to active members under Chapter 30, Title 38 would make the program more effective.

We strongly supported the provision of Section 2 of H.R. 1358. We believe Guard and Reserve participants under Chapter 106 should be given the same educational options provided to Chapter 30 participants. That is, the program should be expanded to include vocational training and graduate studies. We recognize that the vocational training portion of that proposal has been included in the House FY 1990 Defense Authoriztion Bill. We strongly support that initiative and hope that the graduate studies provision will be reconsidered in the near future.

As we testified earlier, graduate level benefits would be particularly attractive to the Guard and Reserve participants. They are faced with combined pressures for additional education from their civilian employers and military commanders. A logical secondary by-product of graduate studies coverage would be enhanced employer support because of the quality of individual experience being gained by employees through affiliation with the Guard and Reserve.

SUMMARY

In closing, let me again state that the National Guard Association fully supports the Montgomery GI Bill as it is currently written. We also support the actions of the members of this Committee to continually review the effectiveness of the program and to evaluate measures that would strengthen the Bill.

With the stated intention of Congress to review the Active, Guard and Reserve force mix and with expected pressure to move additional structure into the Guard and Reserve because of budget constraints, recruiting and retention will be an even greater concern in the future. If the Guard is tasked to expand its forces, manpower growth will be a critical element. In that event the Montgomery GI Bill will play an ever increasing role in determining the ability of the Guard to meet its readiness requirements.

Mr. Chairman, we are grateful for the support which you and the members of this subcommittee have provided in the past, and we look forward to your continued support of National Guard requirements in the future.

Statement of

Colonel C. Judson Lively, USA (Ret.)

Retirement Director

Reserve Officers Association of the United States

Before the

Subcommittee on Eduction, Training and Employment

House Veterans Affairs Committee

Concerning the Montgomery G I Bill

September 14, 1989

Mr. Chairman and Members of the Committee:

Thank you for providing this opportunity to represent the many men and women from all of the uniformed services who are members of the Reserve Officers Association (ROA).

ROA would also like to thank this Committee for the actions that it has taken in the past in providing educational opportunities for our military personnel, both active and Reserve, and we appreciate having the opportunity today to comment on proposed legislative changes to this important program.

As you know, ROA worked with many of you to make the new GI Bill legislation a reality. We supported the test program several years ago and then worked with you in support of legislation to make the Montgomery GI Bill permanent legislation.

From all reports that the Reserve Officers Association has received the Montgomery GI Bill is having a positive impact on the quality of recruits entering both the active and Reserve forces. As we have testified in the past, certain minor shortcomings are becoming evident which deserve further legislative attention. Thus, at the ROA annual national convention in 1987, the membership endorsed the need for certain improvements. A copy of that resolution (87-22), is attached to my testimony and we are glad to note that the death benefit provision was enacted last year. However, the Reserve Officers Association, in Resolution 87-22, also supports a legislative change which would permit Reservists to use the Montgomery GI Bill for post graduate training. We believe this would be an incentive to attract and retain college graduates into Reserve programs. In addition, ROA is on the record supporting the recognition of on the job training, correspondence schools, and apprenticeships, as authorized programs under the Montgomery GI Bill. This aspect of ROA's resolution addresses the fact that there are many skilled, technically oriented positions within the Reserve where such training courses could be utilized to raise the overall effectiveness of the Reserve Components.

This Association would also recommend that the Committee consider the impact of rapidly rising education costs and the need to increase educational assistance under the GI Bill to maintain the value of the benefit. The assistance provided by the Montgomery GI Bill was established early in this decade. Since it was established, education costs have increased at a rate that far exceeds increases of most other elements of our economy. To be an incentive to attract and retain qualified persons in the military, the educational assistance must have a real or perceived value. The value of the GI Bill benefits may be eroding so quickly that they no longer provide the incentive intended. Benefit increases should be considered, and it may be necessary to link the benefits to the CPI or to the rising costs of education.

Thank you for the opportunity to present ROA's views. Your continued support of the men and women who are wearing and who have worn the uniform of our country, both active and Reserve, is deeply appreciated. I will be happy to answer any questions you may have.

Resolution No. 87-22
(Military Compensation/Benefits)

RESERVE OFFICERS ASSOCIATION OF THE UNITED STATES

The New GI Bill

WHEREAS, the FY85 Defense Authorization Act (PL98-525) provided for establishment of a new educational assistance test program effective through 30 June 1988 for Active and Reserve Components; and

WHEREAS, the President has signed into law HR 1085 (PL 100-48) which makes permanent the New GI Bill entitlement; and

WHEREAS, this permanent legislation does not permit Reservists to use the GI Bill for post graduate training which would be an incentive to attract and retain college graduates into Reserve programs; and

WHEREAS, the New GI Bill legislation contains no provisions permitting a refund of the member's cost even if the service member, due to death or other cogent reasons, is unable to use the benefit (applicable only to the Active Component); and

WHEREAS, on-the-job training, correspondence schools, and apprenticeships are not authorized training courses under the New GI Bill;

NOW, THEREFORE, BE IT RESOLVED, that the Reserve Officers Association of the United States, chartered by Congress, urge the Congress to make such legislative improvements as are required to permit the New GI Bill to be used by Reservists for post-graduate educational purposes, to permit the refund of the contribution in the event of death or other qualifying reasons, and to recognize on-the-job training, correspondence schools, and apprenticeships as authorized programs under the New GI Bill.

(This supersedes Resolution No. 86-6)

Adopted by the National Convention
4 July 1987

Attest: Evan L. Hultman
Evan L. Hultman
Major General, AUS (Ret.)
Executive Director

EANGUS
1 MASSACHUSETTS AVE. NW SUITE 101
WASHINGTON, D.C. 20001
202-371-1856

STATEMENT BY

SERGEANT MAJOR JIM HENDRICKS

EXECUTIVE DIRECTOR

of the

ENLISTED ASSOCIATION OF THE NATIONAL GUARD
OF THE UNITED STATES (EANGUS)

Mr. Chairman, and members of the subcommittee; on behalf of the more than 50,000 members of the Enlisted Association of the National Guard, and in the interest of all members of the Total Force, I appreciate the opportunity to share our views on the need for expansion of educational benefits available to members of the Selected Reserve through the Montgomery G.I. Bill.

I appear before you, having recently returned from our 18th Annual National Conference; where "Expansion of the Montgomery G.I. Bill" was unanimously approved as our top legislative priority.

We firmly believe amendment of Chapter 106, title 10 USC to provide educational benefits to members of the Selected Reserve emulating those currently afforded under Chapter 30, title 38 USC will prove to be an effective recruiting/retention incentive as our Guard and Reserve forces assume ever-increasing roles in national defense.

As our Nation's reliance upon the Guard and Reserves continues to increase, we believe it is vital that the potent recruiting and retention value of the G.I. Bill be available to all components of the Total Force. The new roles and missions of the National Guard and Reserves, coupled with advancements in technology make it paramount that recruiting and retention efforts be focused on quality, as well as quantity.

As we enter an era of profound demographic changes in America's work-force our Armed Forces will be faced with direct competition with the civilian sector for the high quality young men and women needed to man the Total Force into the next decade. According to "Work Force 2000" conducted by the Hudson Institute:

--- Work-force growth is projected to decline from nearly 3 percent per year in the 1970's to slightly more than 1 percent per year in the 1990's.

--- Over the next decade, conservative estimates reveal a 20 percent decline in the 18-24 year old, entry-level labor pool. To make matters worse, the number of candidates who lack the education to qualify for skilled positions, coupled with those eliminated by drug or substance abuse further decrease the size of the entry-level labor pool.

We believe if our reserve components are to attract and retain the highly qualified personnel needed to fulfill our expanding role in national defense, we must begin to respond in more enlightening ways to the changing nature of our future labor pool, and take the necessary steps to fulfill the educational and career goals of these young men and women.

To motivate our young men and women to forsake the safety and security of home, family and friends for the rigors of basic training and the demands and discipline of military service will require distinctly enhanced incentives; and we firmly believe an expansion of the Montgomery G.I. Bill which includes vocational-technical training and graduate studies for all members of the Total Force will prove to be such an incentive.

The value of the Montgomery G.I. Bill to military recruiting and retention requires no testimonial, but we believe that to look upon the Montgomery G.I. Bill only in terms of an incentive for military service fails to recognize its full value.

Although its immediate benefit is realized in terms of military recruiting and retention, we believe it is reasonable to conclude the projected 41,000 graduate school and 26,000 vocational-technical training participants also represents a long-term investment in the future of America's skilled work force, and therefore urge amendment of Chapter 106 of title 10 USC in the interest of the future of our citizen-soldiers, the Total Force, and America's technological edge in the world market.

In closing; I would like to express our gratitude for the opportunity to share our views on a matter we believe to be of vital importance to the future personal and professional lives of our citizen-soldiers and for the opportunity to assist your subcommittee in the important work it is doing.

A Report to the Congress
on

Expanding The Montgomery GI Bill-Selected Reserve to Include Graduate School and Vocational Training

Office of the Assistant Secretary of Defense
for Reserve Affairs
February 1989

Table 4

Montgomery GI Bill-Selected Reserve
Additional Participants in MGIB-R if Graduate School is Made an Entitlement*

Reserve Component	Officer	Enlisted	Total
Department of Defense	23,951	17,517	41,468
Army National Guard	5,346	4,189	9,535
Army Reserve	9,344	5,221	14,565
Naval Reserve	4,791	3,225	8,016
Marine Corps Reserve	598	859	1,457
Air National Guard	1,638	1,602	3,240
Air Force Reserve	2,234	2,421	4,655

*Calculations and assumptions are detailed in Appendix 3.
Source: 1986 Reserve Component Survey, and RCCPDS.

Table 5

Montgomery GI Bill-Selected Reserve
Additional Participants in MGIB-R if Vocational/Technical Training is Made an Entitlement

Reserve Component	Officer	Enlisted	Total
Department of Defense	1,705	24,200	25,905
Army National Guard	748	15,930	16,678
Army Reserve	536	4,005	4,541
Naval Reserve	163	1,675	1,838
Marine Corps Reserve	70	557	627
Air National Guard	136	1,226	1,362
Air Force Reserve	52	807	859

*Calculations and assumptions are detailed in Appendix 4.

Appendix 3
Additional Participants in MGIB-R, if Graduate School is Made an Entitlement

Component	Q.72	Already In Grad.	Part. Rate*	Add. Grad.		Potential Additional MGIB
ARNG						
Off	15,285	3,592	15.0	1,754		5,346
Enl	32,930	3,662	1.8	527		4,189
					Total	9,535
USAR						
Off	22,464	6,023	20.2	3,321		9,344
Enl	30,776	4,322	3.4	899		5,221
					Total	14,565
NAVR						
Off	10,127	3,197	23.0	1,594		4,791
Enl	15,106	2,591	4.2	634		3,225
					Total	8,016
MCR						
Off	1,465	373	20.6	225		598
Enl	6,701	603	4.2	256		859
					Total	1,457
ANG						
Off	4,821	1,067	15.2	571		1,638
Enl	12,895	1,301	2.6	301		1,602
					Total	3,240
AFR						
Off	6,445	1,384	16.8	850		2,234
Enl	11,9121	1,858	5.6	563		2,421
					Total	4,655
				DoD	Total	41,468

Assumptions:

1. that question 72 of the Reserve Component Survey is a fair indication of true intentions (What is the highest level of education you intend to complete in the future?);
2. that a Reservist already enrolled in graduate school will take the required action (i.e., extension of enlistment) to qualify for benefits;

* that additional participation in the new entitlement will be twice the participation rate of the 1986 RC Survey (See Appendix 1) for the target population.

Appendix 3
(Continued)

Additional Participants in MGIB-R, if Graduate School is Made an Entitlement

Example: ARNG Officers:

15,285	officers responded to Q.72 of the RC Survey, that they intended to complete 5 to 8 years of college.
-3,592	officers already in grad school (table 2)
11,693	officers not in grad school, but with some indicated interest to do so.
x 15.0	participation rate of newly entitled officers,
1,754	probable additional officers to go to grad school, if that benefit were offered.
+ 3,592	officers already in a graduate program.
5,346	POTENTIAL ADDITIONAL OFFICERS in the MGIB-R program, if benefits for graduate school were available.

Participation Rate: Various assumptions were considered in determining the incremental increase in usage resulting from the availability of a new monetary benefit. Reservists receiving educational training under chapter 32 (VEAP) program, had a 7.4 percent graduate to undergraduate ratio. Veterans receiving educational benefits under chapter 34 (Vietnam Era GI Bill) had a 15 percent graduate school to undergraduate school ratio. The ratio of graduate to undergraduate students participating in active duty education benefit programs was 43 percent.

The rates used in this report are based upon the Sixth Quadrennial Review of Military Compensation (6QRMC) analysis of the results of the 1986 Reserve Component Survey, and represent a weighted estimate of officer and enlisted reservists actually in various educational programs during 1986. The survey sample was sufficiently large to assure a very high degree of accuracy in the assumptions and projections. Assuming no major demographic shifts in the Reserve population, and a constant benefits environment, the calculations made by the 6QRMC may be applied to any year group of the Reserve components.

This rate also refers to a more similar population. Earlier educational programs required some level of contribution from the beneficiary, provided a much greater monetary benefit ($300-$600 for chapter 30 vs $140 for chapter 106 MGIB), and in the case of the Active components, may have filled a requisite for promotion.

Appendix 4

Additional Participants in MGIB-R if Vocational/Technical Training is Made an Entitlement

Officers

Component	In Votech (Q.71)	Desired To Go (Q.72)	Part. Rate*	Potential Additional Students
ARNG	743	134	3.4	5+743 = 748
USAR	535	32	2.0	1+535 = 536
NR	163	0	1.4	0+163 = 163
MCR	70	0	4.0	0+ 70 = 70
ANG	135	10	2.0	1+135 = 136
AFR	52	0	.6	0+ 52 = 52

* Officers responses not reflective of behavior. When responses to Q.72 were zero, some of the same officers responded to Q.71 that they were currently in vocational or technical training.

Enlisted

Component	In Votech (Q.71)	Desired To Go (Q.72)	Part. Rate*	Potential Additional Students
ARNG	15,531	5,121	7.8	399+15531 = 15930
USAR	11,735	3,668	9.2	337+ 3668 = 4005
NR	5,424	1,554	7.8	121+ 1554 = 1675
MCR	1,689	512	8.8	45+ 512 = 557
ANG	3,082	1,154	6.2	72+ 1154 = 1226
AFR	2,426	749	7.8	58+ 749 = 807

Q.71 Attending vocational, trade or business school: 1986 Reserve Component Survey.

Q.72 Counts Reserve Component Survey respondents that indicated desire to attend 1 year of school beyond high school. Where response to Q.72 = 0, assumed an increase equal to historical participation rate times currently in votech.

Assumption:
* that additional participation in the new entitlement will be twice the participation rate of the 1986 Reserve Component Survey (See Appendix 1) for the target population.

ENLISTED ASSOCIATION OF THE NATIONAL GUARD OF THE UNITED STATES

EXPANSION OF THE NEW G.I. BILL
EANGUS RESOLUTION 89-28

WHEREAS, Public Law 98-525, enacted in October 1984, amended Chapter 106 of title 10, USC, to establish the Educational Assistance for Members of the Selected Reserve, commonly referred to as the "New G.I. Bill" and

WHEREAS, Public Law 100-48, enacted on 1 June 1987 made the Montgomery G.I. Bill, formerly the "New G.I. Bill" a permanent program; and

WHEREAS, unlike the other educational programs administered by the Veterans' Administration, which result from qualifying Active military service, the Montgomery G.I. Bill is an entitlement provided in recognition of the vital role performed by the Selected Reserve of the Ready Reserve of the United States Armed Forces; and

WHEREAS, The Montgomery G.I. Bill has proven to be a positive incentive for the recruitment, retention, and education of the members of the National Guard; and

WHEREAS, the ever-increasing demands for advanced education for all members of the military is a fact of life; and

WHEREAS, use of the Montgomery G.I. Bill by members of the National Guard helps assure the high quality of present and future Guard members; and

WHEREAS, although a valuable program as currently constituted, the National Guard and its members would derive a greater benefit from the Montgomery G.I. Bill if the educational assistance provided were to be expanded to emulate those currently availed under Chapter 30 of title 38, USC; now

THEREFORE, BE IT RESOLVED, that The Enlisted Association of the National Guard of the United States, in general conference in Reno, Nevada, this 30th day of August, 1989 strongly urges expansion of the provisions of the existing Montgomery G.I. Bill to include, but not limited to: (1) studies of less than half-time attendance status; (2) vocational-technical training; (3) college remedial, deficiency and refresher courses; and (4) graduate studies.

ENLISTED ASSOCIATION OF THE NATIONAL GUARD OF THE UNITED STATES

EXPANSION OF THE NEW G.I. BILL
EANGUS RESOLUTION 87-09

WHEREAS, Public Law 98-525, enacted in October 1984, amended Chapter 106 of title 10, USC, to establish the Educational Assistance for Members of the Selected Reserve, commonly referred to as the "New G.I. Bill" and

WHEREAS, Public Law 100-48, enacted on 1 June 1987 made the Montgomery G.I. Bill, formerly the "New G.I. Bill" a permanent program; and

WHEREAS, unlike the other educational programs administered by the Veterans' Administration, which result from qualifying Active military service, the Montgomery G.I. Bill is an entitlement provided in recognition of the vital role performed by the Selected Reserve of the Ready Reserve of the United States Armed Forces; and

WHEREAS, The Montgomery G.I. Bill has proven to be a positive incentive for the recruitment, retention, and education of the members of the National Guard; and

WHEREAS, the ever-increasing demands for advanced education for all members of the military is a fact of life; and

WHEREAS, use of the Montgomery G.I. Bill by members of the National Guard helps assure the high quality of present and future Guard members; and

WHEREAS, although a valuable program as currently constituted, the National Guard and its members would derive a greater benefit from the Montgomery G.I. Bill if the educational assistance provided were to be expanded to emulate those currently availed under Chapter 30 of title 38, USC; now

THEREFORE, BE IT RESOLVED, that The Enlisted Association of the National Guard of the United States, in general conference in Louisville, Kentucky, this 23rd day of September, 1988 strongly urges expansion of the provisions of the existing Montgomery G.I. Bill to include, but not limited to: (1) studies of less than half-time attendance status; (2) vocational-technical training; (3) college remedial, deficiency and refresher courses; and (4) graduate studies.

STATEMENT ON
MONTGOMERY G. I. BILL
H.R. 2192

TO THE

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

VETERANS AFFAIRS COMMITTEE

U.S. HOUSE OF REPRESENTATIVES

BY

ROBERT W. NOLAN

NATIONAL EXECUTIVE SECRETARY

FLEET RESERVE ASSOCIATION

Not to be released until made public by the
House Committee on Veterans Affairs

FLEET RESERVE ASSOCIATION
Serving Career Enlisted Personnel of the
U.S. NAVY • U.S. MARINE CORPS • U.S. COAST GUARD
1303 New Hampshire Avenue, N.W., Washington, D.C. 20036
(202) 785-2768

INTRODUCTION

Mr. Chairman and members of this distinguished Committee, I am Robert W. Nolan, National Executive Secretary of the Fleet Reserve Association. The FRA is a military organization comprised of 153,322 enlisted personnel, active duty and retired, of the United States Navy, Marine Corps and Coast Guard. As a retired Navy Chief Petty Officer, it is my privilege to express the views of not only my FRA Shipmates but all enlisted Sea Service personnel.

As their spokesman, my testimony today will be devoted to the correction of the gross inequity that has befallen a distinct group of enlisted military careerists who earned educational benefits prior to 1977 under the provisions of the Cold War G.I. Bill and completed their active duty military careers after 31 December 1979. These personnel, many who are veterans of the Korean conflict as well as Vietnam, have earned up to 45 months of educational benefits. Yet a veteran who left service on 29 June 1988, and thus is NOT eligible for the Montgomery G.I. Bill has only until 31 December 1989 to use his earned benefits. This is certainly not fair to the military member who in good faith earned education benefits while serving his country.

THE ENLISTED COMMUNITY'S ACCEPTANCE OF THE MONTGOMERY G.I. BILL

Mr. Chairman, in performing my duties for the past twenty-four years I have endeavored to stay alert regarding the letters my Shipmates write to me and keep my finger on the pulse of our membership. My office is an elective position and I believe I have been successful in this endeavor. Last fall, the Fleet Reserve Association initiated a new program to inform active duty personnel regarding legislative issues directly affecting them as military personnel. Our program is based on legislative seminars at which I address a volunteer audience for approximately one hour and explain the legislative issues and what the audience, as individual citizens, can do about influencing the issues. We tested our first legislative seminar here locally in January 1989. During the next six months, I visited 29 military bases and made 45 presentations to over 5,000 active duty attendees. I spoke at bases in the San Diego, Long Beach, and San Francisco Bay, California; Puget Sound, Washington; Great Lakes, Illinois; Memphis, Tennessee; and Charleston, South Carolina areas. My presentations were followed by a brief question and answer session. I assure you that based on this experience I did not receive a single negative comment or question regarding the provisions of the Montgomery G.I. Bill. In fact quite the opposite was true as the senior enlisted petty officers and non-commissioned officers complimented Chairman Montgomery and this Committee for its successful role in achieving the passage of the Montgomery G.I. Bill. The active duty community is satisfied with the Bill's provisions.

THE INEQUITY OF THE 31 DECEMBER 1989 EXPIRATION DATE

On the other hand, everywhere I have been I have received questions as to what is being done to extend the termination date of 31 December 1989 for gaining educational benefits under the "old" G.I. Bill. I can state that all mail I receive regarding the G.I. Bill has dealt with the deadline date and this mail has been very heavy this year.

The Fleet Reserve Association achieved landmark success twenty-three years ago in its G.I. Bill endeavors when it convinced U.S. Senator Ralph W. Yarborough (D-TX) to amend his bill creating the Cold War G.I. Bill (S-9) to insert the word "LAST" before discharge in establishing that G.I. Bill's termination date. Heretofore, the World War II and Korean G.I. Bills had termination dates of ten years after a service person's first discharge after the date of qualifying for the G.I. Bill benefits. Thus, for the first time under the Cold War G.I. Bill a service person could serve a military career and have the readjustment assistance afforded by the G.I. Bill when he returned to civilian pursuits. For the first time, a military careerist did not have to abandon his military career to receive a higher education under his earned entitlements of the G.I.

Bill.

But this benefit did not last as the Congress and the Administration nullified the Cold War G.I. Bill with the enactment of the Veterans Educational Assistance Program (VEAP) and enacted a new termination date of 31 December 1989 for Cold War G.I. Bill education benefits. The FRA's pleas to "grandfather" those who had qualified for educational benefits under the old law fell on deaf ears.

H.R. 2192 PROVIDES A FAIR RESOLUTION

The co-sponsors of H.R. 2192 offer an equitable resolution to the inequity of the expiration date of 31 December 1989. The provisions of H.R. 2192 in no way repudiates the Montgomery G.I. Bill. They merely provide those transition veterans the opportunity to pursue a higher education and become a successful member of the civilian community which they defended for a major portion of their adult lives.

H.R. 2192 would extend the period in which a Cold War G.I. Bill education could be pursued for a period of sixty months or until 30 June 1993. H.R. 2192 also retains the 10-year time-limit. Those who separated earlier will not be given more than ten years to use their benefits. This holds with the intent of the original Cold War G.I. Bill provision which the FRA originally supported.

THE FLEET RESERVE ASSOCIATION
ENDORSES H.R. 2192'S PASSAGE

The FRA wholeheartedly endorses H.R. 2192's passage. We recognize the fiscal restraints on our national budget and acknowledge the other pressing needs of veterans. However, we do not believe it is asking too much to afford the last veteran affected, the one discharged June 29, 1988, an equal opportunity to use his earned educational benefits under the Cold War G.I. Bill. We agree that 60 months or five academic years, starting at the date of discharge, is practical and fair. Therefore, the 153,322 military careerists of the FRA urge this Committee to take immediate steps to act favorably on H.R. 2192 to ensure its prompt passage prior to 31 December 1989. We recognise that you are not empowered to do this in this hearing however, the decision to seriously consider H.R. 2192 in a hearing or meeting next week would be a positive step towards the bill's enactment into law.

CONCLUSION

Mr. Chairman, we appreciate this opportunity to present our views in this democratic forum. It is the assurance that our views are always welcome and receive serious consideration that motivates us to serve a major portion of our adult life in our nation's armed forces to defend our freedoms.

On a personal note, I have had the pleasure of working with this Committee since it was chaired by the late-Chairman Olin Teague of Texas. Your members have always received the FRA's views with serious and sympathetic consideration. You have always been consistent in meeting the needs and resolving the problems of veterans. As one citizen who has been directly involved in veterans' affairs for twenty-seven years I warmly applaud your deliberations and sincerely appreciate your achievements on behalf of my Shipmates.

Mr. Chairman, I remain as ever in Loyalty, Protection and Service. Thank you.

STATEMENT OF THE MILITARY EXECUTIVE
OF THE RESERVE FORCES POLICY BOARD
OFFICE OF THE SECRETARY OF DEFENSE

MAJOR GENERAL WILLIAM R. BERKMAN
UNITED STATES ARMY

BEFORE THE SUBCOMMITTEE ON EDUCATION,

TRAINING AND EMPLOYMENT OF THE

COMMITTEE ON VETERANS' AFFAIRS

HOUSE OF REPRESENTATIVES

FIRST SESSION 101ST CONGRESS

September 14, 1989

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE VETERANS' AFFAIRS COMMITTEE

Mr. Chairman and members of the Committee:

On behalf of Chairman Will Hill Tankersley and the members of the Reserve Forces Policy Board (Board) it is a pleasure to be here at your invitation to present the views of the Board on the Montgomery GI Bill. These views represent those of the members of the Board and do not reflect the official opinion of the Department of Defense, the Administration, or any other department or agency of the United States government.

As you know, the Board is by statute, acting through the Assistant Secretary of Defense for Reserve Affairs, the "principal policy adviser to the Secretary of Defense on matters relating to the reserve components." (10 USC 175 (c)). The reserve components are essential elements of the Total Force upon which our country relies for national security. Achieving and maintaining required readiness of National Guard and Reserve units requires qualified men and women who are trained and physically fit to fight and win.

The Board has consistently supported the Montgomery GI Bill, as enhanced, as being in the best interest of our country. It provides a much needed incentive for recruiting and retaining young men and women for the Total Force.

In 1986, the Board passed the following resolution:

> "Our national security policy to maintain peace through deterrence and to protect U.S. interest anywhere in the world requires a strong, fully-manned armed forces consisting of active and reserve component personnel. The Montgomery GI Bill of 1984 is an excellent recruiting aid which must become a permanent incentive. It is a "Nation Strengthening" educational incentive which provides ambitious, patriotic young men and women financial support necessary for increasing college expenses.
>
> "This bill will help the Armed Forces through the vicissitudes of the difficult recruiting years, which are predicted in the early 1990's according to current demographic analyses.
>
> "The Board, as the 'principal policy adviser to the Secretary of Defense on matters relating to the reserve components' (10 USC 175 (c)), strongly urges the Congress to support the bill and make it permanent law."

In 1988 the Board passed the following resolution:

> "Reserve Component member participation in the Montgomery GI Bill has shown steady growth since its

> inception in July 1985. The six-year commitment required of Montgomery GI Bill participants provides for personnel stability which enhances mobilization readiness. Recent amendments to the Montgomery GI Bill will further enhance recruiting and retention in the Reserve Components.
>
> "The Bill currently provides benefits only for those attending college. The Board believes that amending the law further to provide benefits for those attending trade or vocational schools would further enhance recruiting and retention in the Reserve Components. The Board supports such an amendment."
>
> The Annual Report of the Board for Fiscal Year 1988 states:
>
> "The Montgomery GI Bill is a major program supporting reserve component recruiting and retention. For the National Guard and Reserve, it is a non-contributory, general entitlement program. Reserve component personnel become eligible for education benefits after obtaining a high school diploma, or its equivalent, and completing initial active duty for training. They are also required to enlist or agree to serve in the Selected Reserve for six years. Participants who remain members of the Selected Reserve have up to 10 years after becoming eligible for the assistance to use the full entitlement.
>
> "...Funded study must be at an approved institution of higher learning and is basically for a baccalaureate degree. The Board supports amending the law to provide benefits for reserve component members attending trade or vocational schools.
>
> "Participation in the Montgomery GI Bill has shown steady growth since its inception in July 1985. The six-year commitment required of Montgomery GI Bill participants provides for personnel stability which enhances mobilization readiness....
>
> "The Board recommends: ...
> --continue funding for incentive programs and that the Montgomery GI Bill be amended to provide benefits for attending trade or vocational schools.

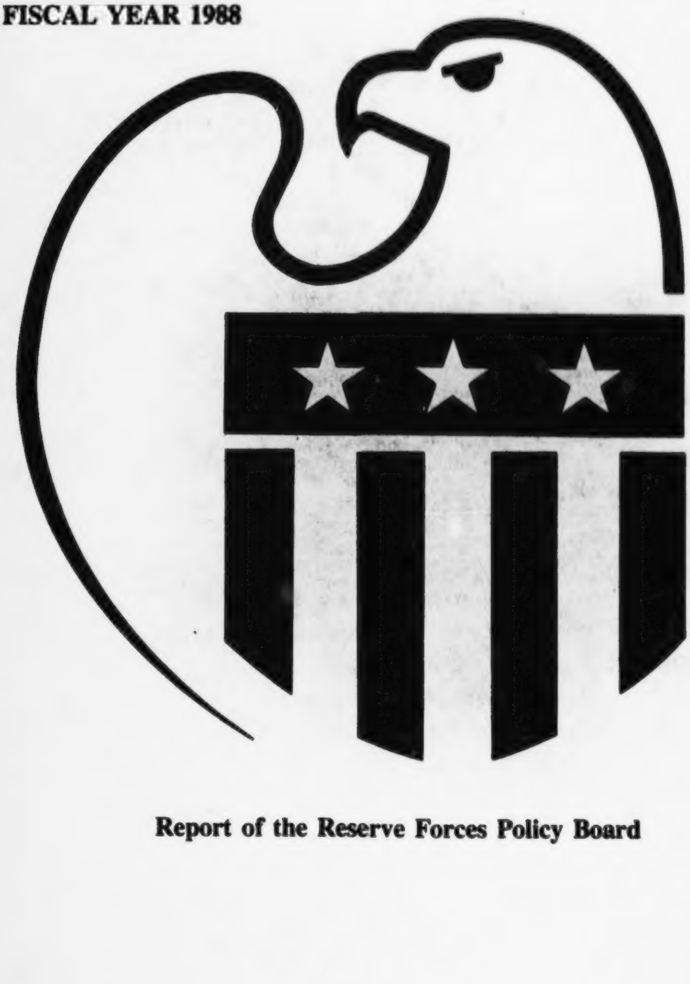
The Board appreciates the efforts of you, Mr. Chairman, and members of this Committee and Congress that have made the Montgomery GI Bill permanent and enhanced its effectiveness by amendments.

The Board's 1987 recommendation stated that the Montgomery GI Bill is "Nation Strengthening". That comment continues to be valid today. As the Deputy Assistant Secretary of Defense for Reserve Affairs has commented:

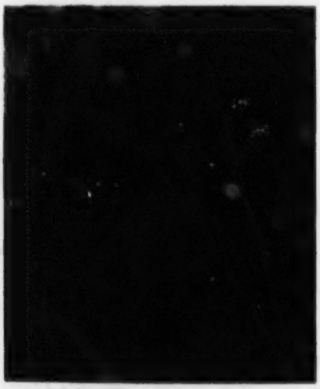
> "Over the past 4 years, the Montgomery GI Bill has developed into one of the most important recruiting and retention incentives established for the Reserves in a decade."
>
> Thank you Mr. Chairman.

RESERVE COMPONENT PROGRAMS

FISCAL YEAR 1988

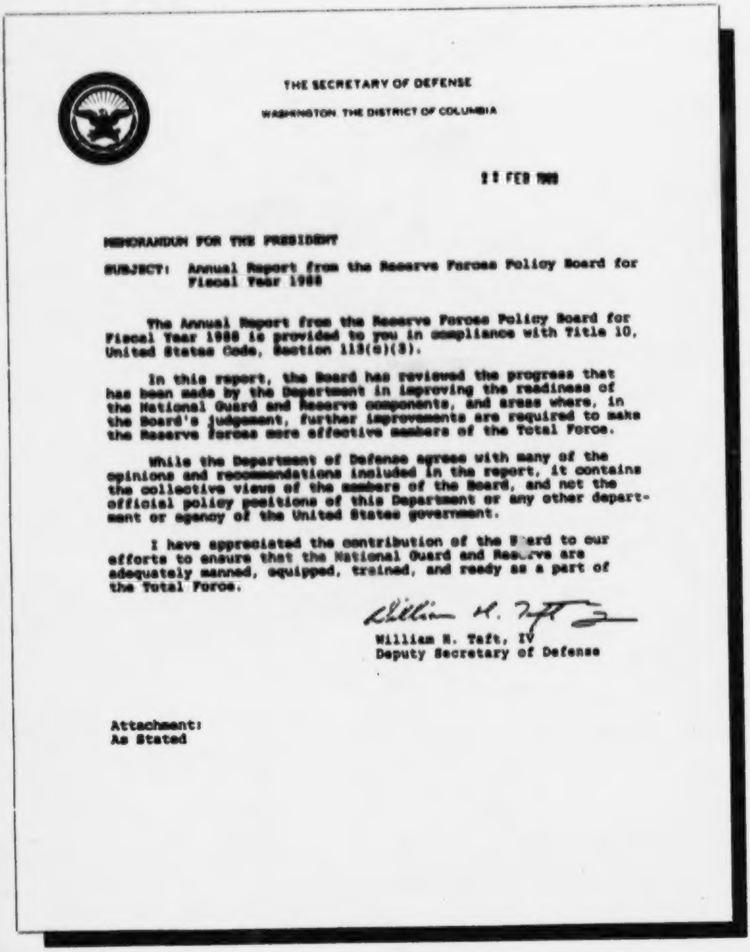


Report of the Reserve Forces Policy Board



". . . the current roles and missions of the National Guard and the other Reserve components are the result of the Total Force Policy . . . which integrated the active duty, National Guard and the other Reserve forces into an homogeneous whole. . . . I will continue to adhere to and emphasize the Total Force Policy. Consequently, the National Guard and the other Reserve forces will continue to be relied upon as full partners of the active duty forces in time of need. A Bush Administration . . . will prioritize the manning, training and equipment modernization of the National Guard and the other Reserve components, not on the basis of their peacetime status as forces "in reserve," but on the basis of their direct and complete integration into the operational plans and missions of the nation."

George Bush
President of the United States



THE SECRETARY OF DEFENSE
WASHINGTON, THE DISTRICT OF COLUMBIA

22 FEB 1989

MEMORANDUM FOR THE PRESIDENT

SUBJECT: Annual Report from the Reserve Forces Policy Board for Fiscal Year 1988

The Annual Report from the Reserve Forces Policy Board for Fiscal Year 1988 is provided to you in compliance with Title 10, United States Code, Section 113(c)(3).

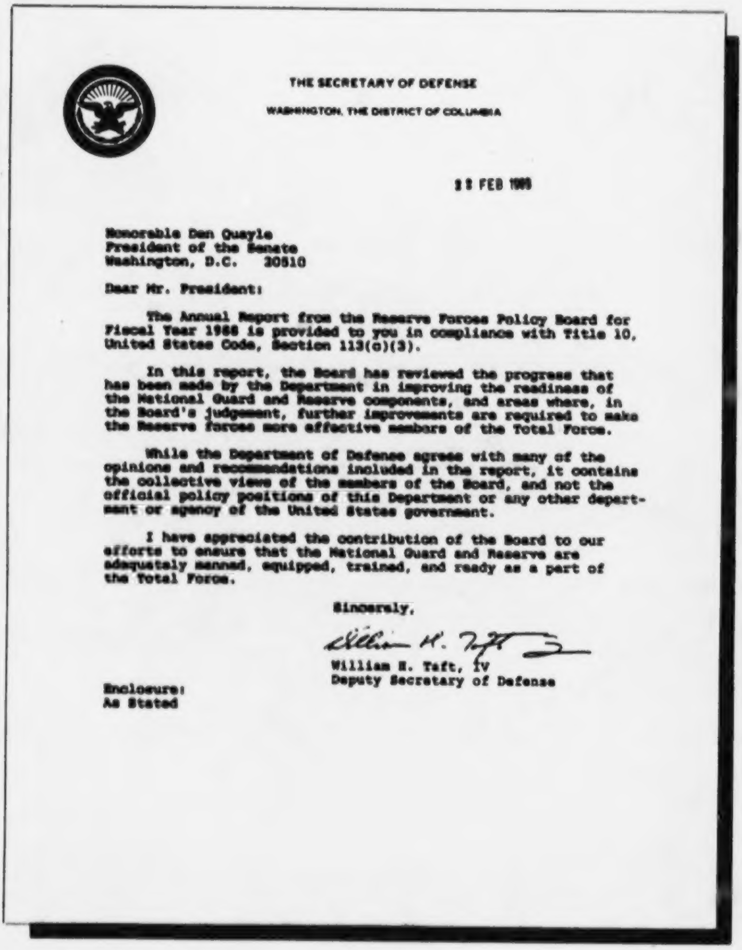
In this report, the Board has reviewed the progress that has been made by the Department in improving the readiness of the National Guard and Reserve components, and areas where, in the Board's judgement, further improvements are required to make the Reserve Forces more effective members of the Total Force.

While the Department of Defense agrees with many of the opinions and recommendations included in the report, it contains the collective views of the members of the Board, and not the official policy positions of this Department or any other department or agency of the United States government.

I have appreciated the contribution of the Board to our efforts to ensure that the National Guard and Reserve are adequately manned, equipped, trained, and ready as a part of the Total Force.

William H. Taft IV
William H. Taft, IV
Deputy Secretary of Defense

Attachment:
As Stated



THE SECRETARY OF DEFENSE
WASHINGTON, THE DISTRICT OF COLUMBIA

22 FEB 1989

Honorable Dan Quayle
President of the Senate
Washington, D.C. 20510

Dear Mr. President:

The Annual Report from the Reserve Forces Policy Board for Fiscal Year 1988 is provided to you in compliance with Title 10, United States Code, Section 113(c)(3).

In this report, the Board has reviewed the progress that has been made by the Department in improving the readiness of the National Guard and Reserve components, and areas where, in the Board's judgement, further improvements are required to make the Reserve forces more effective members of the Total Force.

While the Department of Defense agrees with many of the opinions and recommendations included in the report, it contains the collective views of the members of the Board, and not the official policy positions of this Department or any other department or agency of the United States government.

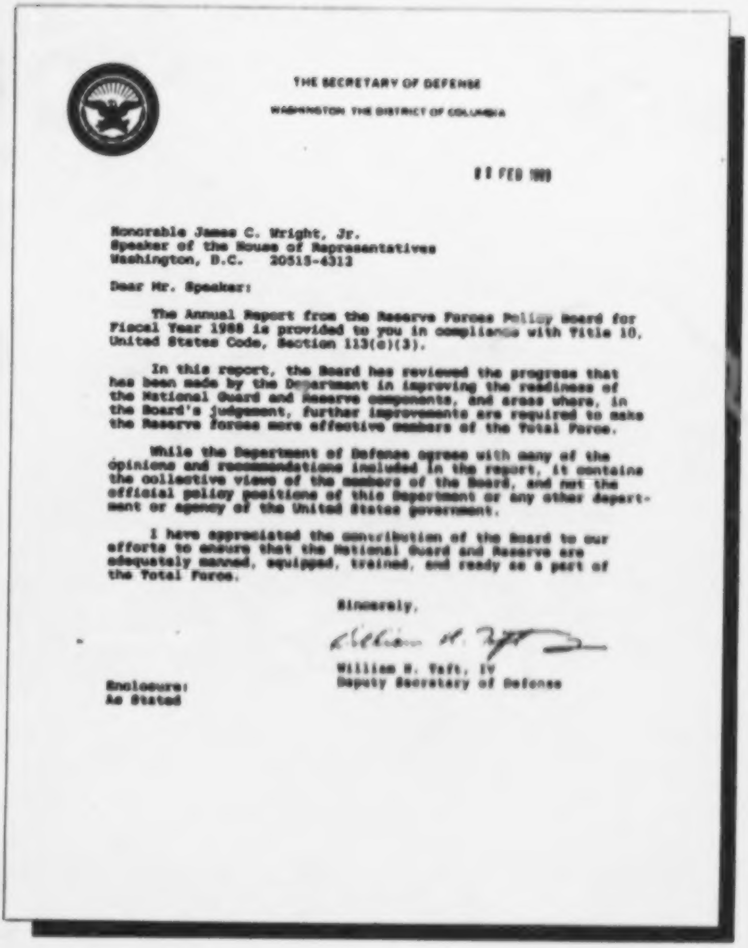
I have appreciated the contribution of the Board to our efforts to ensure that the National Guard and Reserve are adequately manned, equipped, trained, and ready as a part of the Total Force.

Sincerely,

William H. Taft

William H. Taft, IV
Deputy Secretary of Defense

Enclosure:
As Stated



THE SECRETARY OF DEFENSE
WASHINGTON, THE DISTRICT OF COLUMBIA

08 FEB 1989

Honorable James C. Wright, Jr.
Speaker of the House of Representatives
Washington, D.C.   20515-4312

Dear Mr. Speaker:

The Annual Report from the Reserve Forces Policy Board for Fiscal Year 1988 is provided to you in compliance with Title 10, United States Code, Section 113(c)(3).

In this report, the Board has reviewed the progress that has been made by the Department in improving the readiness of the National Guard and Reserve components, and areas where, in the Board's judgement, further improvements are required to make the Reserve forces more effective members of the Total Force.

While the Department of Defense agrees with many of the opinions and recommendations included in the report, it contains the collective views of the members of the Board, and not the official policy positions of this Department or any other department or agency of the United States government.

I have appreciated the contribution of the Board to our efforts to ensure that the National Guard and Reserve are adequately manned, equipped, trained, and ready as a part of the Total Force.

Sincerely,

William H. Taft

William H. Taft, IV
Deputy Secretary of Defense

Enclosure:
As Stated

Reserve Component Programs Fiscal Year 1988

The Annual Report of the Reserve Forces Policy Board

Office of the Secretary of Defense
Washington, DC 20301-7300

The Reserve Forces Policy Board, acting through the Assistant Secretary of Defense for Reserve Affairs, is by statute the "principal policy adviser to the Secretary of Defense on matters relating to the reserve components" (10 USC 175(c)). This Annual Report, as required by law (10 USC 113(c)(3)), presents the Board's independent evaluation of National Guard and Reserve programs. The report includes recommendations for changes to policies, procedures, or laws which affect the reserve components of the total military force of the United States.

This report represents the collective view of the members of the Reserve Forces Policy Board and does not necessarily reflect the official opinion of the Department of Defense or any other department or agency of the United States government.

The logo of the Reserve Forces Policy Board represents the total military force as the shield for the nation. The United States is identified by our national symbol, the eagle. The blue field represents the military departments of the Army, Navy, and Air Force. (The Marine Corps is a part of the Navy Department and the Coast Guard becomes a part of that department in time of war.) Integrated in that field are three stars depicting the active component, National Guard, and Reserve of the departments. The seven vertical stripes of the shield stand for the seven reserve components—Army National Guard, Army Reserve, Marine Corps Reserve, Naval Reserve, Air National Guard, Air Force Reserve, and Coast Guard Reserve.

Photographs in this report are of reserve component personnel, training, equipment, operations, and facilities.

Reserve Forces Policy Board Members

Honorable Will Hill Tankersley

Chairman, Reserve Forces Policy Board. President, Sterne, Agee & Leach, Inc., Investment Bankers, Members New York Stock Exchange. Major General, Army of the United States (Retired). Deputy Assistant Secretary of Defense (Reserve Affairs) 1974-1977. Civilian Aide to Secretary of the Army for Alabama 1969-1973. Appointed Chairman October 19, 1985.

Will Hill Tankersley

Major General William R. Berkman United States Army

Military Executive, Reserve Forces Policy Board. Former Chief, Army Reserve, 1979-1986. Attorney at law, Morrison & Foerster, San Francisco, California, 1957 to 1979. Appointed Military Executive August 1, 1986.

William R. Berkman

DEPARTMENT OF THE ARMY

HONORABLE DELBERT L. SPURLOCK

Assistant Secretary of the Army (Manpower and Reserve Affairs), Washington, DC. Assigned to Board July 18, 1983.

LIEUTENANT GENERAL JOHN W. FOSS
UNITED STATES ARMY

Deputy Chief of Staff for Operations and Plans, Department of the Army, Washington, DC. Assigned to Board November 1, 1988.

John W. Foss

MAJOR GENERAL ROBERT F. ENSSLIN, JR.
ARMY NATIONAL GUARD OF THE UNITED STATES

Adjutant General for the State of Florida, St. Augustine, Florida. Assigned to Board February 12, 1987.

Robert F. Ensslin Jr.

BRIGADIER GENERAL GREGORY P. BARLOW
ARMY NATIONAL GUARD OF THE UNITED STATES

Commander, 81st Infantry Brigade (Mechanized), Seattle, Washington. Executive Director, Medina Foundation. President GPB, Incorporated, Seattle, Washington. Assigned to Board August 14, 1987.

Gregory P. Barlow

MAJOR GENERAL JACK STRUKEL, JR.
UNITED STATES ARMY RESERVE

Assistant Deputy Chief of Staff for Operations and Plans (Mobilization), Department of the Army, Washington, DC. Principal, Chase Middle School, Topeka, Kansas. Assigned to Board April 11, 1988.

Jack Strukel Jr

MAJOR GENERAL JOSEPH G. GRAY
UNITED STATES ARMY RESERVE

Commander, 97th U.S. Army Reserve Command, Fort George G Meade, Maryland. Senior Consultant, Financial and Management Services, Richmond, Virginia. Assigned to Board December 9, 1987.

Joseph G. Gray

DEPARTMENT OF THE NAVY

HONORABLE KENNETH P. BERGQUIST

Assistant Secretary of the Navy (Manpower and Reserve Affairs), Washington, DC. Assigned to Board June 17, 1988.

LIEUTENANT GENERAL JOHN I. HUDSON
UNITED STATES MARINE CORPS

Deputy Chief of Staff for Manpower and Reserve Affairs, Headquarters, U.S. Marine Corps, Washington, DC. Assigned to Board December 2, 1988.

J I Hudson

REAR ADMIRAL JOHN J. SWEENEY
UNITED STATES NAVAL RESERVE

Commander, Military Sealift Command, Europe (Mobilization). Principal of Mercer-Meidinger-Hansen, Philadelphia, Pennsylvania. Assigned to Board March 7, 1988.

John J Sweeney

REAR ADMIRAL TAMMY H. ETHERIDGE
UNITED STATES NAVAL RESERVE

Chief of Staff, US COMEASTLANT, London, England. President and Chief Executive Officer, Choctaw Maid Farms, Carthage, Mississippi. Assigned to Board April 25, 1986.

MAJOR GENERAL JEROME G. COOPER
UNITED STATES MARINE CORPS RESERVE

Commanding General, Marine Corps Recruit Depot/Eastern Recruiting Region, Parris Island, South Carolina. Commanding General, Marine Corps Recruit Depot/Western Recruiting Region, San Diego, California. Vice President for Marketing, David Volkert & Associates, Architects & Engineers, Mobile, Alabama. Assigned to Board May 1, 1986

BRIGADIER GENERAL G. RICHARD OMROD
UNITED STATES MARINE CORPS RESERVE

Deputy Commander, Fleet Marine Force Atlantic, Norfolk, Virginia. Consultant, Self-employed, Haddonfield, New Jersey. Assigned to Board August 14, 1987.

DEPARTMENT OF THE AIR FORCE

HONORABLE KAREN R. KEESLING

Assistant Secretary of the Air Force (Manpower and Reserve Affairs), Washington, DC. Assigned to Board October 17, 1988.

Karen R. Keesling

BRIGADIER GENERAL MARALIN K. COFFINGER
UNITED STATES AIR FORCE

Director of Personnel Plans; Deputy Chief of Staff, Personnel, Department of the Air Force, Washington, DC. Assigned to Board December 1, 1988.

Maralin K. Coffinger

MAJOR GENERAL JOHN L. MATTHEWS
AIR NATIONAL GUARD OF THE UNITED STATES

Adjutant General for the State of Utah, Draper, Utah. Assigned to Board February 1, 1988.

John L Matthews

MAJOR GENERAL HAROLD G. HOLESINGER
AIR NATIONAL GUARD OF THE UNITED STATES

Adjutant General for the State of Illinois, Springfield, Illinois
Assigned to Board February 28, 1986

Harold Holesinger

MAJOR GENERAL JAMES C. WAHLEITHNER
UNITED STATES AIR FORCE RESERVE

Commander, 4th Air Force, McClellan Air Force Base, California
Assigned to Board October 17, 1986

BRIGADIER GENERAL JOHN J. CLOSNER, III
UNITED STATES AIR FORCE RESERVE

Commander, 10th Air Force, Bergstrom Air Force Base, Texas
Assigned to Board May 9, 1988

John J. Closner III

UNITED STATES COAST GUARD

REAR ADMIRAL PAUL A. WELLING
UNITED STATES COAST GUARD

Chief, Office of Readiness and Reserve, United States Coast Guard Headquarters, Washington, DC. Assigned to Board June 22, 1987.

Paul A. Welling

REAR ADMIRAL DANIEL J. MURPHY
UNITED STATES COAST GUARD RESERVE

Senior Reserve Officer, Pacific Area, Coast Guard Island, Alameda, California. Deputy Commander, Maritime Defense Zone, Northern California Sector. Assigned to Board February 2, 1988.

Daniel J. Murphy

The Annual Report of the Reserve Forces Policy Board, FY 1988, is a reflection of the consensus of the 22 member Board. Although most recommendations and Board positions have unanimous support, neither this report nor the signature of the members purport to indicate that the signers, services, or the Department of Defense concur with every recommended action or position.

Executive Summary

General

The Reserve Forces Policy Board (Board), acting through the Assistant Secretary of Defense for Reserve Affairs, is by statute the "principal policy adviser to the Secretary of Defense on matters relating to the reserve components" (10 USC 175(c)). The Board is required by statute to prepare an annual report which the Secretary of Defense provides to the President and Congress (10 USC 113(c)(3)). The report details contributions of the reserve components to the total force and addresses matters pertaining to readiness of National Guard and Reserve units and individual members.

The reserve components are full partners with the active components for the purpose of deterring aggression and, if necessary, waging war. Some National Guard and Reserve units routinely perform operational missions in the United States and overseas.

The Total Force Policy was promulgated in 1973. That policy calls for a mix of active and reserve component forces, utilizing all available assets, to ensure that maximum military capability is achieved at minimum cost. As a result of the implementation of the Total Force Policy, the National Guard and Reserve have achieved unprecedented levels of capability and readiness.

The total force is much stronger now than it was eight years ago. The quality of military personnel is higher and the morale among servicemembers and their families is better. Much of the force is being modernized and more effective training is being conducted. Nevertheless, further increases in readiness are limited by problems in areas such as individual skill qualification, equipment shortages and incompatibility, personnel strength, limited training time, personnel and force structure turbulence, and facility inadequacies.

Reserve component units are an integral part of theater commanders' operational plans. Successful operations could not be conducted without them. The probability of reduced appropriations for the Department of Defense in the next few years will require strengthening National Guard and Reserve forces. Maintaining large, forward-deployed, active component forces may come under close scrutiny. Selected Reserve units and personnel, with increased capabilities, may become an alternative to maintaining a large active component force.

The Department of Defense's "first to fight—first to be equipped" policy is an essential corollary of the Total Force Policy. Increasing resources should be distributed to the National Guard and Reserve since some reserve component units and personnel will deploy, in a national emergency, with or before, some active component units.

Resourcing the Reserve Components

Reduced overall defense funding in recent years threatens the readiness and sustainability of active and reserve component units. This could lead to a return to "hollow", non-ready forces lacking ammunition, spare parts, and training time as was so prevalent at the beginning of this decade.

All reserve components programs may never be fully funded. However, as the role of the National Guard and Reserve in the national defense strategy increases, the percentage of funding for the reserve components in the defense budget should also increase. If budget reductions for the reserve components is necessary, they should not automatically be on an "equal share" basis with active component reductions. An "equal share" policy may not be the most cost-effective or most prudent manner to reduce the defense budget.

Force Structure

The National Guard and Reserve are a significant part of the total force. As budgets permit, force structure is being modernized to support current warfighting doctrine. This entails reorganization of units and unit activations. Although, over time the total force benefits from this, it causes immediate turbulence which impacts many factors, such as individual skill qualification, recruiting, retention, facilities, and training. The result may be temporarily reduced readiness. Decreased readiness status does not necessarily mean reduced capability. Overall capability needs to be carefully analyzed when reviewing force structure and readiness evaluations of the National Guard and Reserve.

Personnel

Sufficient numbers of trained personnel in the reserve components are essential. Trained units are required for immediate deployment to meet worldwide contingencies. Additionally, trained individuals must be available to replace casualties and fill other units preparing for deployment.

Several programs have been initiated to enhance recruiting and retention in the reserve components, particularly in some individual specialties which have significant shortages. Excessive attrition of trained personnel from the reserve components adversely affects readiness and results in costly additional training requirements. The Montgomery GI Bill and other bonus programs will support recruiting and retention programs. The services are addressing inadequate levels of individual skill qualification in the National Guard and Reserve. Increased availability and flexible scheduling of training courses will also help.

The Full-Time Support (FTS) program is vitally important to the readiness of the National Guard and Reserve. For some units, the lack of sufficient FTS is a primary impediment to increasing unit readiness. More personnel are needed in the FTS program as new missions and force structure are added to the reserve components. Unfortunately, the required growth has not been adequately supported by the services, the Department of Defense, or Congress. The Board urges more support.

Individual mobilization augmentees (IMA) are trained individuals who will augment, upon mobilization, various active component organizations, the Selective Service System, and the Federal Emergency Management Agency. As a member of the Selected Reserve, an IMA is subject to involuntary call to active duty by the President. The IMA program has a direct, positive impact on mobilization preparedness and should be enhanced within each service.

Since 1981, the number of women serving in the Selected Reserve has increased 75 percent. The number of women in the Individual Ready Reserve and Inactive National Guard has grown 198 percent in the same period. Women now comprise 11.8 percent of the Selected Reserve and 13.5 percent of the Individual Ready Reserve. There are 10.4 percent in the active components. Department of Defense and service changes to assignment policies should provide greater opportunities and career challenges for women and enhance recruiting and retention in the active and reserve components.

Policies pertaining to appointment, retention, promotion, and retirement of officers in the reserve components are addressed in the Reserve Officer Personnel Management Act (ROPMA). The Board recommends that the ROPMA legislation be expeditiously considered by the Congress and passed as submitted.

Training and Mobilization

The strategy for reserve component training must be to achieve a satisfactory level of competency prior to mobilization. It is not necessary to train, in all cases, to the levels required for active component forces. Where time is available, accelerated training programs may be utilized to bring National Guard or Reserve personnel or units to required readiness levels during the mobilization process.

The services have initiated several programs to enhance training of units and individual members. Modularizing lengthy military courses is one such program.

The use of training simulators and devices can be a cost-effective means of increasing combat readiness in the reserve components. Limited training time and inaccessible training areas and ranges are two of the most significant training detractors in the reserve components. The use of training devices to complement training with actual equipment and weapon systems can help solve these problems. Programs to provide the National Guard and Reserve with training devices and simulators need to be fully funded.

Regional training programs have been initiated to accomplish certain types of training. They are particularly effective for training on expensive equipment that cannot be distributed to local unit training sites.

Civilian contract training programs, rather than lengthy resident military courses, can be a cost-effective method of increasing reserve component readiness. Certain skills, such as in the medical field, are effectively and efficiently taught in local community institutions to National Guard and Reserve personnel. This type of training should be funded and expanded, where appropriate.

Overseas training provides excellent training for reserve component individuals and units. In FY 1988, more than 3,536 reserve component units or cells and 82,000 individuals trained in 96 countries outside the United States. Limited budgets in future years, may be used as rationale to reduce this training. Such reductions may adversely affect reserve component readiness. Actions required to prepare for and conduct training overseas closely parallel those required for mobilization and deployment. Civic action and technical assistance to friendly nations, in conjunction with overseas deployment, supports foreign policy and increases United States stature abroad. Increased morale and retention in the reserve components are benefits of overseas training. Additionally, overseas training demonstrates, to allies and potential adversaries, the ability of the United States to execute its forward defense strategy.

The crusade against illegal drugs involved all of the reserve components except the Army Reserve and Marine Corps Reserve. Current law authorizes indirect military involvement such as equipment loans, personnel support, training, and sharing information. The National Guard in state status (on state active duty or under Title 32 USC) is not limited from performing law enforcement functions authorized by the states concerned.

Reserve component units are expected to maintain readiness in less than 20 percent of the time available to active component units. The limited time available to reserve components should be dedicated to training to improve readiness. Time spent on administrative functions and other activities that do not contribute to readiness, should be reduced to increase wartime mission training.

The President and Congress have several statutory authorizations which will permit the callup in peacetime, or mobilization in times of national emergency or war, of varying numbers of National Guard or Reserve personnel. The services use several types of exercises to evaluate mobilization preparedness. The Department of Defense and the services are striving continually to improve the mobilization capabilities of all reserve components.

Equipment

Providing modern equipment to National Guard and Reserve units in the 1980s has increased significantly their warfighting capabilities. Most units have had at least familiarization training with equipment they would use upon mobilization.

Although excellent progress has been made in equipping the National Guard and Reserve, significant equipment and spare parts shortages continue. The value of the shortage between the equipment on-hand and wartime requirements amounts to $14.1 billion. The value of the shortage last year was $15.6 billion. The Congress and the Department of Defense must provide increasing resources to reduce this shortage and ensure that reserve component units are properly equipped to accomplish increasing numbers of missions.

The services should be cautious in making decisions to remove aging, yet capable, equipment from a unit prior to the arrival of modernized equipment. Unit capabilities, that would be necessary if the reserve components were called upon to go to war, may be sacrificed for uncertain future solutions if equipment distribution plans are not fulfilled. Long range plans and programs to restore capabilities in the future is not an acceptable substitute for national security today.

Department of Defense policy is to equip first those units that will fight first. Under this policy, the reserve components have received great amounts of modern equipment in recent years. National Guard and Reserve units are receiving major systems directly from factories and from the active components.

Special appropriations from Congress, for National Guard and Reserve equipment, have enhanced the equipment status of many reserve component units. These funds, amounting to more than five billion dollars since FY 1982, complement service appropriations and have added to the improvement of training and mobilization readiness in the reserve components.

Maintenance of aging equipment in the reserve components is an increasing problem. Budget reductions and equipment distribution delays may increase maintenance backlogs thereby decreasing capabilities and readiness.

Differing equipment in the active and reserve components causes operational and logistical incompatibility problems upon mobilization. The most significant problem is with electronic equipment. Budgetary constraints are the main cause of incompatibility problems.

Efforts are underway to provide automatic data processing support for management of reserve component personnel, training, and logistics. This support could reduce time spent on administrative duties and result in more training time for National Guard and Reserve members. Automated management systems could also be an excellent tool for mobilization management.

Medical

Upon mobilization, the reserve components will provide approximately two-thirds of the services' health care capability. Three-fourths of the dedicated, military medical evacuation capability is in the National Guard and Reserve. Thus, reserve component health care units will be needed in the early days of any significant conflict.

Medical readiness in the reserve components is impaired by critical shortages of physicians with specialties such as surgery, orthopedic surgery, and anesthesiology; operating room nurses; nurse anesthetists; enlisted health care specialists; medical equipment; and medical support items.

The services and the Department of Defense have developed programs to reduce medical personnel shortages in the reserve components. These include scholarships, loan repayment, credit for civilian experience, adjustments in ages of personnel eligible for recruitment, increases in the numbers of medical recruiters, and direct mailings. It is too early to ascertain the full impact of many of these recruiting initiatives.

Varying training initiatives are being implemented by the National Guard and Reserve to enhance the skills of health care personnel. Flexibility is being built into training programs and opportunities so that they fit better into medical professionals' schedules. Although some interservice medical training is now being conducted, more needs to be planned and funded for personnel with common medical skills. Budget constraints are limiting the numbers of personnel that will be able to receive medical training.

Facilities

The reserve components manage more than 5,300 facilities in about 4,800 communities around the nation and overseas. These facilities are necessary for administration, training, and mobilization of the National Guard and Reserve.

As additional missions are given to the reserve components, increasing attention needs to be given to the adequacy of facilities. Although facility improvements have been made in recent years, many armories, reserve centers, training sites, storage areas, and maintenance facilities remain inadequate. Force structure, mission, and equipment changes have caused facilities to become inadequate. Other facilities no longer meet safety or security needs. Overall, 36 percent of reserve component buildings are considered inadequate for assigned purposes.

Funding for military construction and maintenance of reserve component facilities is insufficient. Backlogs of projects in all components continue to increase. Unfunded major construction projects for the reserve components are valued at approximately $7.4 billion. More than 60 percent of this is in the Army's reserve components.

Readiness

There is no simple means for measuring readiness. An objective and uniform measuring system for reporting unit readiness does not exist. As a result, the Status of Resources and Training System (SORTS) is used by some as an erroneous and misleading means for measuring readiness. However, a unit, which is resourced fully with personnel and equipment and trained properly in individual and unit skills, should be ready to perform its mission.

SORTS category levels alone do not indicate a unit's readiness. Tangible factors such as numbers of personnel, training, equipment, facilities, and funding all impact on readiness. Intangible factors such as leadership; morale; cohesiveness; skill retention; and physical fitness, strength, and stamina of individual members also affect unit readiness.

In addition to SORTS, the results of mobilization tests, readiness evaluations, operational readiness inspections, and other criteria must be examined to estimate the combat readiness of a reserve component unit. There is no single number that can be pointed to as representing the readiness of a unit, or an entire reserve component.

Readiness, even if completely and accurately evaluated, is only one of many factors that go into determining military capability. Others include force structure, modernization, and sustainability. The ability to mobilize and deploy forces must also be considered when analyzing military capabilities of the reserve components.

Of those National Guard and Reserve units which are required to report under SORTS, 81 percent were rated C/R-3 or better at the end of FY 1988. Last year only 75 percent achieved this rating. The C/R-3 rating means that the unit has required resources and is trained to undertake major portions of the wartime mission for which it is organized or designed. All reserve components reported that the percentages of units reporting C/R-3 or better increased over FY 1987, except for commissioned units of the Naval Reserve.

Overall limiting factors to Department of Defense reserve component readiness in FY 1988, in order of total number of units affected, were personnel shortages, individual skill qualification, equipment condition, equipment on-hand, and training.

When all indicators are considered, the Board believes that, although there are problem areas, the reserve components are generally ready and in a better posture to mobilize and accomplish wartime missions than during any previous period reviewed by the Board. Resolution of remaining reserve component problems requires continued emphasis and support from all levels of the services, the Department of Defense, and the Congress. The National Guard and Reserve are a vital part of the national security and must be prepared to support national strategy. ◆

Table of Contents

Chapter Page

Reserve Forces Policy Board Members xi
Executive Summary xix
Table of Contents xxvii
List of Tables xxxi
Preface xxxiii
1 Introduction 1
  The Total Force Policy 2
  Composition of the Reserve Components 3
  Employment of the Reserve Components 6
  Change in the Reserve Components 8
  Resourcing the Total Force 8
2 Force Structure 13
  General 14
  Army 15

Chapter **Page**

Navy 19
Marine Corps 22
Air Force 24
Coast Guard 27
Special Operations Forces 28
Military Intelligence 31
Summary 33
3 Personnel 35
General 36
Personnel Strengths 37
Personnel for Mobilization 40
Overall Personnel Shortages 41
Critical Skill Vacancies 43
Individual Skill Qualifications 45
Full-Time Support 47
Growth of the Selected Reserve 49
Incentive Programs 51
Recruiters 53
Reenlistment and Retention 55
Palace Chase Program 56
Individual Mobilization Augmentees 57
ROTC Graduate Accessions 60
Screening of the Individual Ready Reserve 60
Incapacitation Pay 62
Women in the Reserve Components 63
Reserve Officer Personnel Management Act (ROPMA) 65
General and Flag Officer Accountability 66
National Committee for Employer Support of the Guard and Reserve 67
Survey of the Selected Reserve 69
Resolutions of the Reserve Forces Policy Board 69
  Budgetary Support for the United States Coast Guard 69
  Minimum Grade Requirements for General and Flag Officers 70
  6th QRMC Proposed Changes to Reserve Retirement System 71

Chapter Page

Assistant Secretary of Defense for Reserve Affairs 72
Other Issues 73
Soldiers' and Sailors' Civil Relief Act of 1940 (As Amended) 73
Survivors' Benefit Plan 74
Summary and Recommendations 74
4 Training and Mobilization 77
General 78
Service Training Initiatives 78
Training Simulators and Devices 81
Modularized Training 83
Regional Training Programs 84
Civilian Contract Training 85
Ammunition and Ordnance—Training Allowances 87
Overseas Training 88
Training with Wartime Commands 92
Aviation Training 94
Training the Individual Ready Reserve 95
Drug Interdiction—Impact on Training 96
Nuclear, Biological, Chemical Training 99
Training Detractors 101
Mobilization and Call-up Categories 102
Mobilization Preparedness 103
Summary and Recommendations 105
5 Equipment 109
General 110
Modernization 110
Modification/Conversion Programs 113
Budget Reductions 114
Dollar Shortages 115
National Guard and Reserve Equipment Appropriations 121
Equipment Shortages 122
Maintenance 124
Equipment Incompatibility 126
Aircraft Defensive Systems 127
Automated Management Systems 128
Summary and Recommendations 130

Chapter | Page

6 Medical 133
General 134
Medical Personnel 135
Medical Recruiting and Retention 137
Impact of Budget Reductions 141
Training Initiatives and Limiters 142
Medical Exercises 145
Human Immunodeficiency Virus Policy 146
Dental Panoral Radiographs 149
Medical Evacuation 150
Medical Equipment 152
Deployable Medical Systems 152
Other Medical Equipment 153
Hospital Ships 154
Summary and Recommendations 154
7 Facilities 157
General 158
Mobilization Facilities 159
Major Construction 160
Unfunded Major Construction Requirements 161
Inadequacy of Buildings 161
Military Construction Budget 162
Base Closures 164
Equipment Storage 164
Summary and Recommendations 166
8 Readiness 169
General 170
Status of Resources and Training System 170
Interpreting Readiness Data 171
SORTS Profile of the Reserve Components 172
Readiness Limiting Factors 174
Summary 175
A Board Activities 177
B Index to Photographs 185

List of Tables

Table		Page
1	Composition of the Ready Reserve	4
2	Partners in the Total Force	6
3	Reserve Component Appropriations	11
4	Army National Guard and Army Reserve Contributions to the Total Army	18
5	Naval Reserve Contributions to the Total Navy	21
6	Marine Corps Reserve Contributions to the Total Marine Corps	23
7	Air National Guard and Air Force Reserve Contributions to the Total Air Force	26
8	Coast Guard Reserve Contributions to the Total Coast Guard	28
9	Personnel Strengths	38
10	Total Mobilizable Personnel	40
11	Critical Skill Vacancies	44
12	Individual Skill Qualification in the Reserve Components	46
13	Full-Time Support Personnel	49
14	Growth of Full-Time Support and the Selected Reserve	50
15	Montgomery GI Bill Usage	52
16	Reserve Component Recruiters and Average Annual Accessions	53
17	Reserve Component Personnel Accessions	54
18	Enlisted Personnel Reenlistment Rates	55
19	Individual Mobilization Augmentee Positions	58
20	DoD Individual Ready Reserve Screening	61
21	Women in the Reserve Components	64
22	Reserve Component Overseas Training	89
23	Types of Reserve Component Units Training Overseas	90
24	Recent Reserve Component Equipment Acquisitions	111
25	Modernized Equipment Systems Purchased or Programmed for the Reserve Components	113
26	Examples of Equipment Not Purchased	114
27	Reserve Component Equipment Dollar Values	116

Table — Page

28 DoD Reserve Component Equipment Values 118
29 DoD Reserve Component Equipment Dollar Shortages 119
30 Values of Reserve Component Major Items, Spare Parts, and Other Items 120
31 National Guard and Reserve Equipment Appropriations 121
32 Ready Reserve Health Care Personnel 136
33 Ready Reserve Personnel in Selected Specialties 137
34 Medical Evacuation Crews in the Reserve Components 151
35 Major Construction Projects 160
36 Service Estimates of Building Inadequacy 162
37 Military Construction Funding 163
38 SORTS Profile of Reserve Components and Major Limiting Factors 173

Preface

Background of the Reserve Forces Policy Board

The Reserve Forces Policy Board (Board) traces its origin to the Committee on Civilian Components, established by President Truman's Executive Order 10007 in 1947. That committee became the Civilian Components Policy Board in 1949 and, three years later, was established by statute as the Reserve Forces Policy Board. The Board, acting through the Assistant Secretary of Defense for Reserve Affairs, is "the principal policy adviser to the Secretary of Defense on matters relating to the reserve components." (10 USC 175(c)).

To fulfill its charter, the Board melds the expertise of members of the reserve components with that of representatives from the active components and secretariat appointees who have responsibility for National Guard and Reserve matters.

The Board considers issues brought to its attention from many sources including: Congress, Office of the Secretary of Defense; the services; service committees, councils, or boards; theater commanders; and individual National Guard or Reserve members. The Board establishes and maintains communications with public and private individuals and agencies outside the Department of Defense, as necessary, to accomplish the Board's mission.

The Board informally reports each quarter to the Senate and House Armed Services committees. A report is also published following any field study conducted by the Board. Additionally, law requires "a report from the Reserve Forces Policy Board on the reserve programs of the Department of Defense . . ." (10 USC 113(c)(3)). The report covers the Coast Guard Reserve which remains under the Department of Transportation in peacetime. The report is submitted annually, by the Secretary of Defense, to the President and Congress.

Organization of the Report

Mission readiness of the reserve components is evaluated in the Board's annual report by first reviewing the contributions of the individual components to their parent services, and then by analyzing personnel, training, mobilization, equipment, medical, and facility issues. Readiness and mobilization capabilities of the reserve components, addressed throughout the report, are evaluated separately in the final chapter. Recommendations are summarized at the conclusion of each chapter as appropriate. Issues addressed in the report are derived from meetings, committee sessions, field studies, and other reports available to the Board. The report represents the Board's independent review of these issues, and provides a consensus evaluation of reserve component programs.

An appendix briefly outlines the activities of the Board in FY 1988.

Comments and Additional Copies

The Board appreciates the helpful comments and recommendations that followed its previous reports. Comments are again invited on this report. They should be addressed to:

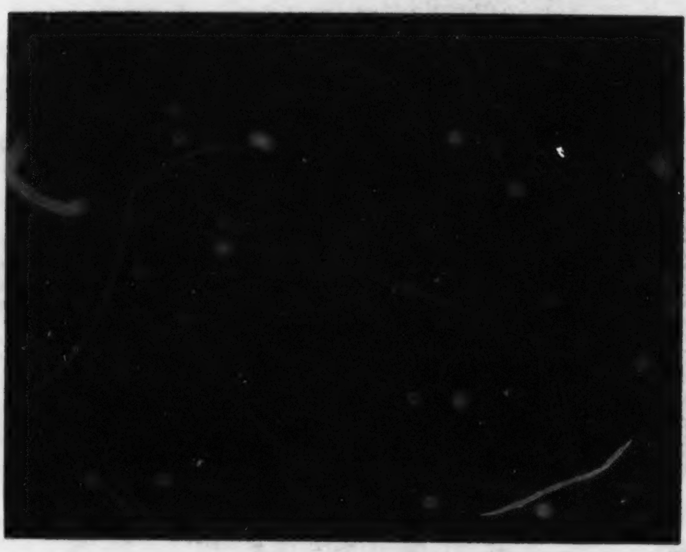
Office of the Secretary of Defense
Reserve Forces Policy Board
Room 3E330, The Pentagon
Washington, DC 20301-7300

Additional copies of this report, or other Board publications, may be obtained at the above address. ■

7

8

Introduction 1



The Total Force Policy

The National Guard and Reserve are full partners with the active components for the purpose of deterring aggression and, if necessary, waging war. As a result of the promulgation of the Total Force Policy in 1973, the reserve components have achieved unprecedented levels of capability and readiness. That policy calls for a mix of active and reserve component forces, fully utilizing all available assets, to ensure that maximum military capability is achieved at minimum cost. The policy is fundamental to national security.

The total force is defined in a directive being coordinated as "The totality of organizations, units, and manpower that comprise the Defense Department's resources for meeting the military strategy. It includes the manpower resources comprising DoD active and Reserve military personnel, DoD civilian personnel, contractor staff, and host-nation support personnel."

10

11

The United States has traditionally relied on its militia and other reserve components rather than on a large active component military force. The active components' size increased during times of "peace" only after World War II.

In early times, because there were insufficient quantities of military materiel to equip both the active and reserve components, Guardsmen and Reservists were forced to drill with wooden rifles, simulated tanks and planes, and "shoot" fake systems. Field training on a regular basis was almost nonexistent. Military systems became increasingly complex. The modern, expensive equipment required full-time care available only from active component personnel.

Those days are gone. The Total Force Policy calls for an integrated military force which will require mobilization of all or part of the reserve components for any major conflict. The Department of Defense "first to fight—first to be equipped" policy supports the Total Force Policy. Effective execution of this policy requires that increasing resources be allocated to the National Guard and Reserve since some reserve component units and personnel will deploy in a national emergency simultaneously with, or even before, some active component organizations.

Today's reserve components are not forces "in reserve" being saved for future use nor are they just a cadre force. Reserve component units are an integral part of theater operational plans. Successful combat operations could not be conducted without them. They are a significant part of our combat, combat support, and combat service support forces. The National Guard and Reserve are vital to our national defense strategy.

Composition of the Reserve Components

The seven reserve components are the Army National Guard, Army Reserve, Naval Reserve, Marine Corps Reserve, Air National Guard, Air Force Reserve, and Coast Guard Reserve.

All National Guard and Reserve personnel are assigned to one of three categories—the Ready Reserve, the Standby Reserve, or the Retired Reserve (10 USC 267(a)). All National Guard members are in the Ready Reserve.

- The Standby Reserve consists of personnel who maintain their military affiliation without being in the Ready Reserve, who have been designated key civilian employees, or who have a temporary hardship or disability. These individuals are not required to train and are not in units. The Standby Reserve is a pool of trained individuals who could be mobilized if necessary to fill manpower needs in specific skills. The size of the Standby Reserve is decreasing. In part, this results from Department of Defense initiatives emphasizing accession and retention of personnel in the Ready Reserve.
- The Retired Reserve is comprised of all reserve officers and enlisted personnel who receive retired pay resulting from their active duty and/or reserve service; all reserve officers and enlisted personnel who are otherwise eligible for retired pay, have not reached age 60, have not elected discharge, and are not voluntary members of the Ready or Standby Reserve; and other retired enlisted members who retired with 20 or more years of active duty. When the members in this last category complete a total of 30 years of service they are placed on the appropriate regular or reserve retired list. All retired members who have completed at least 20 years of active federal status (Regular or Reserve), regardless of the retired list to which they are assigned, may be ordered to active duty whenever required as determined by the Secretary of the military department in accordance with 10 USC 688.

12

13

- The Ready Reserve is comprised of military members of the National Guard and Reserve. Some are organized in units. All are liable for recall to active duty to augment the active components in time of war or national emergency (10 USC 268, 269). The Ready Reserve consists of three subcategories—the Selected Reserve, the Individual Ready Reserve, and the Inactive National Guard. Table 1 provides the numbers of personnel assigned within the various categories of the Ready Reserve.

Table 1
COMPOSITION OF THE READY RESERVE
FY 1988

<table>
<tr><td colspan="4">READY RESERVE 1,661,200</td></tr>
<tr><td colspan="3">SELECTED RESERVE 1,170,500[1]</td><td rowspan="4">INDIVIDUAL READY RESERVE/ INACTIVE NATIONAL GUARD 490,700</td></tr>
<tr><td colspan="2">UNIT AND FULL-TIME SUPPORT 1,059,900[2]</td><td rowspan="3">INDIVIDUAL MOBILIZATION AUGMENTEES 26,000</td></tr>
<tr><td>UNITS 927,600 (PAID DRILL STRENGTH ONLY)</td><td>FULL-TIME SUPPORT 132,300 (AGR, TAR, AND MILITARY TECHNICIAN ONLY)[3]</td></tr>
<tr><td colspan="2">MILITARY TECHNICIANS 68,900</td></tr>
</table>

Notes: 1. Includes 84,600 in the training pipeline.
2. Military Technician strength counted only once.
3. AGR - Active Guard Reserve. TAR - Training and Administration of the Reserve.
4. Numbers rounded to nearest hundred.

Sources: Office of the Assistant Secretary of Defense for Reserve Affairs, and the reserve components.

Data as of September 30, 1988.

15

16

The Selected Reserve is the most significant element of the Ready Reserve. Many Selected Reservists would deploy simultaneously with the active component in the event of mobilization. The Selected Reserve is comprised of units, personnel in the training pipeline, and trained individuals.

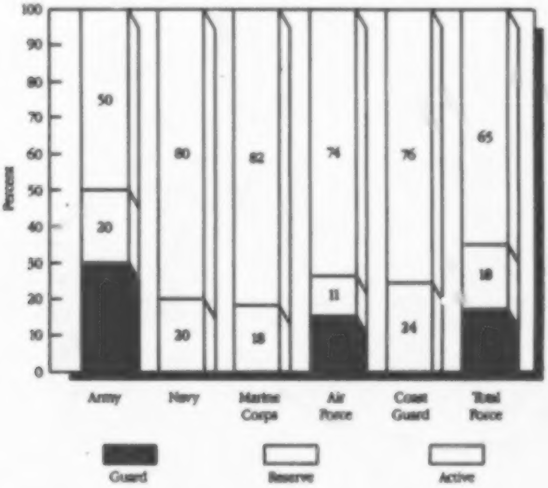
Selected Reserve units may be either operational or augmentation units. Operational units train and deploy as units. Augmentation units train together in peacetime but lose their unit identity upon mobilization. The personnel are absorbed into active component units. Selected Reserve units are manned by drilling reservists and full-time support personnel.

Selected Reservists in the training pipeline are mobilizable but cannot be deployed outside the United States until minimum training requirements are completed.

Trained individual Selected Reservists are not attached to a Selected Reserve unit. They are either Individual Mobilization Augmentees or full-time support personnel assigned to an active component organization. The Personnel Chapter further explains National Guard and Reserve personnel categories.

National Guard and Reserve partnership in the total force, by service, is displayed in Table 2.

Table 2
PARTNERS IN THE TOTAL FORCE[1]
FY 1988 END STRENGTH PERCENTAGES



Note: 1. Includes Active Component and Selected Reserve members.

Data as of September 30, 1988.

17

Employment of the Reserve Components

The probability of reduced Department of Defense appropriations in the next few years will require a strengthened National Guard and Reserve system to ensure national security. Maintaining large, forward deployed, active component forces is likely to come under close scrutiny. Selected Reserve units and personnel,

18

with increased capabilities, may become a necessary alternative to maintaining a large active component force.

The importance of the National Guard and Reserve in the total force cannot be overemphasized to the citizens of the United States. A peacetime callup of the National Guard or Reserve, to meet a national emergency, might surprise many U.S. citizens. This would be a new way of meeting threats against national interests. Therefore, the nation must be educated to the possibility of a peacetime callup of reserve component units.

The nature of the threat to U.S. interests helps to determine force employment decisions. The probability of low intensity conflicts requires that active component forces be immediately available. Important special capabilities in the reserve components may also dictate a role in low intensity conflict for the National Guard and Reserve. On the other hand, a major conflict would require mobilization of National Guard and Reserve forces.

The increasing dependence on the reserve components is having a dramatic impact on the way planning, training, and operations are conducted. The National Guard and Reserves accomplish an unprecedented variety of training and operational tasks in locations around the world. Examples include missions flown by the Air Force reserve components to Honduras when the President deployed troops there last spring. More recently, the National Guard and Reserve airlifted United Nations' peacekeeping forces to the Middle East to monitor the Iran-Iraq cease-fire agreement. The Army's reserve components are providing equipment maintenance support in Europe. The Naval Reserve provided naval liaison officers on reflagged tankers in the Persian Gulf. Such varied and challenging training and operational missions enhance retention in the reserve components. Insufficient fiscal resources prevents the National Guard and Reserves from doing more.

Strategic transportation of reserve component forces to a theater of operation remains a concern of the Reserve Forces Policy Board. Airlift and sealift equipment capacities are inadequate to meet mobilization requirements under current operational plans. Sufficient airlift to quickly deploy forces is necessary in the early stages of any major conflict. Strategic sealift is critical to accomplish the surge of unit equipment into a combat theater.

Because of strategic transportation shortages, analysts must carefully review deployment planning for reserve component units. In most cases, personnel will be airlifted to a combat theater. Unit equipment, if not already prepositioned, will be transported by ship. More effort is needed to solve the shortage of airlift and sealift transportation assets.

19

20

21

Change In the Reserve Components

Technological advances mandate changes in the structure of reserve component organizations. Equipment and methods of training must also change. Advances in electronics have modified the methods of collection and evaluation of intelligence data. Changes in logistical and personnel management systems impact on peacetime and combat operations. These changes are affecting the conduct of warfare. Officers and noncommissioned officers in the National Guard and Reserve must understand and learn to effectively manage changes required by technological advances.

Changes in doctrine, organization, and equipment in the reserve components are approaching the pace that occurred in the active components over the last several years. Modernization programs should be accelerated so that the National Guard and Reserve can be more rapidly integrated into the total force. There must also be an accompanying growth in full-time support programs to ensure the mobilization readiness of reserve component units.

Equipment and personnel shortages are often directly related to outdated organizational structures defined in authorizing documents. These structures often do not include modernized equipment or appropriate manning. As National Guard and Reserve units convert to newer structures, unit status and total force readiness should continue to improve.

Resourcing the Total Force

The total force is much stronger now than it was eight years ago. This is partially due to defense budget growth from FY 1981–1985 and to effective stewardship of resources exercised by the services and their reserve components. The result has been important modernization of the active and reserve components (mostly in combat units), higher quality of military personnel, better morale among the service members and their families, and a high level of training which probably has not been exceeded in other peacetime periods. For the past four years, however, military spending in real terms has declined.

Determining defense structure and priorities in an era of declining budgets is increasingly difficult. The active components' size may be diminished because of national budgetary priorities. Assuming that United States defense commitments remain stable in an era of reduced active component—and increased reserve component—responsibility, it will be essential to increase National Guard and Reserve appropriations.

The reserve components provide a cost-effective means for augmenting the active components and maintaining a strong national defense. They are better trained, equipped, and managed than ever before. However, these successes are threatened by budgetary inadequacies. The reserve components must be adequately resourced to support any force structure growth or additional missions.

Due to funding reductions in recent years, some of the services have gradually reduced the strength and capabilities of their active component forces. This was accomplished by gradually increasing personnel and equipment in existing National Guard and Reserve units. This "robusting" of existing units has transferred active component capabilities to the reserve components in a very cost-effective manner. Robusting of reserve component units has resulted in major savings. However, some services are reversing this process by reducing the same types of personnel and equipment in National Guard and Reserve units. This is being done in the name of "equal cuts" for both active and reserve component forces. It greatly reduces overall capability with relatively small savings. This "equal share of cuts policy" is not cost-effective and may not be prudent.

In addition, the reduced overall funding and the funds already committed in previous years for acquisition of major weapons systems are placing an inordinate squeeze on readiness and sustainability of active and reserve component units. This could lead to a return to "hollow", non-ready forces and lack of ammunition, spare parts, and training time which was so prevalent at the beginning of this decade.

The Department of Defense Authorization Act and the Department of Defense Appropriation Act for FY 1989 did not fully resource reserve

33

23

24

component programs. Lack of adequate funding will seriously set back previously planned force modernization. Force structure cannot grow because of end-strength caps. Modern equipment cannot be purchased. Military construction accounts are seriously underfunded.

It is fiscally responsible to provide the resources necessary to fill the National Guard and Reserve with people and equipment; provide training support through adequate facilities, ranges, and schools; and provide sufficient ground vehicle hours, flying time, and steaming hours to maintain individual and unit proficiency. Particular attention needs to be given to properly equipping combat support and combat service support units since such a large portion of these assets are in the National Guard and Reserve.

Initiatives to maintain an effective total force—including strengthening the

20

26

National Guard and Reserve—must not be crushed in a fiscal vise or allowed to atrophy while national security requirements are debated. The National Guard and Reserve must have sufficient funding to attain levels of readiness and capability required to meet the ever increasing responsibilities being placed upon them.

Table 3 displays reserve component appropriations for FY 1989 and provides comparable data for recent years. (●)

Table 3
RESERVE COMPONENT APPROPRIATIONS
(Dollars in Millions)

		FY 1981[1]	FY 1987[2]	FY 1988[3]	FY 1989[4]
Army National Guard	Personnel	1175.6	3071.0	3234.5	3334.0
	Operation and Maintenance	951.4	1764.0	1856.5	1801.2
	Military Construction	42.5	141.0	184.4	229.2
Army Reserve	Personnel	870.5	2115.0	2262.9	2261.2
	Operation and Maintenance	521.6	788.0	857.5	794.9
	Military Construction	46.9	87.0	95.1	86.0
Naval Reserve	Personnel	318.8	1395.0	1512.9	1621.4
	Operation and Maintenance	554.2	892.0	929.9	979.2
	Military Construction	33.0	44.5	73.7	60.9
Marine Corps Reserve[5]	Personnel	120.4	278.5	295.4	315.7
	Operation and Maintenance	28.9	64.2	69.5	77.5
Air National Guard	Personnel	387.2	947.0	988.2	1053.7
	Operation and Maintenance	1530.9	1796.0	1958.1	1971.0
	Military Construction	89.7	148.9	151.5	158.5
Air Force Reserve	Personnel	277.4	564.6	615.1	658.0
	Operation and Maintenance	602.0	924.6	1001.0	1055.9
	Military Construction	21.6	58.9	79.5	70.6
Total DoD	Personnel	3149.9	8570.9	8908.8	9224.0
	Operation and Maintenance	4189.0	6228.8	6672.5	6657.7
	Military Construction	233.5	480.3	585.8	605.2
Coast Guard Reserve[6]	Personnel	37.5	39.6	38.4	40.2
	Operation and Maintenance	11.7	26.0	24.5	26.8
Total Reserve Components	Personnel	3187.4	8610.5	8947.2	9264.2
	Operation and Maintenance	4200.7	6254.8	6697.0	6684.5
	Military Construction	233.5	480.3	585.8	605.2

Notes: 1. Source: "The Budget of the US Government," Appendix, 1983. The Coast Guard.
2. Source: FY 1987 DoD Obligational Availability and Obligations as of September 30, 1987.
3. Source: FY 1988 DoD Appropriations Bill.
4. Source: FY 1989 DoD Appropriations Bill.
5. Marine Corps Reserve figures included in Naval Reserve Military Construction.
6. Coast Guard Reserve has no military construction funding.

Data as of September 30, 1988.

27

28

29

Force Structure 2

39

General

National Guard and Reserve units are prepared to rapidly augment active component forces in times of war or national emergency. Warfighting contingency plans cannot be successfully executed without the reserve components.

Over one-third of the combat divisions and more than 80 percent of the aggregate combat support and combat service support capabilities are in the Army's reserve components. Most types of units in the active component are also found in the reserve components. Some types of units are primarily in the Army National Guard or Army Reserve.

The Naval Reserve includes units with a wide variety of mission areas such as surface combatants, carrier air wings, maritime patrol, airlift, logistical support, communications, construction forces, and medical support.

The Marine Corps Reserve provides a division-wing team and force service support group with combat, combat support, and combat service support forces of the same type as active component units.

Air National Guard and Air Force Reserve units perform many combat and combat support missions such as tactical fighter, tactical reconnaissance, strategic and tactical airlift, strategic air defense, aerial refueling, and aeromedical evacuation.

The Coast Guard Reserve provides port security elements and augmentation of the Coast Guard. Upon the declaration of war, or when the President directs, the Coast Guard shall operate as a service in the Navy. This status continues until the President, by executive order, transfers the Coast Guard back to the Department of Transportation.

As evidenced by the following sections and tables, the National Guard and Reserve provide significant, and in some areas, total mission capability of the total force. These capabilities demonstrate the continuing need for

sufficient manning, realistic training, modernized equipment, and adequate facilities in the reserve components.

Army

The Army relies heavily on National Guard and Reserve units to fill out its wartime organization. The Army National Guard has an assigned strength of 455,900 in 2,108 units. There are 2,406 units in the Army Reserve with an assigned strength of 312,800. Selected Reserve strength in the Army National Guard and Army Reserve will soon be greater than the strength of the active component.

The Army's CAPSTONE program aligns Army reserve component units with their wartime gaining commands. It defines command and control for wartime missions. The program also allows reserve component units to focus training on wartime tasks, defined by gaining commands, in geographic regions where they would deploy upon mobilization.

The roundout program brings an understructured command in one component, up to its authorized configuration, by assigning a specified unit from another component. Under this program, nine of the 18 active component divisions are structured with roundout brigades or battalions from the National Guard or Reserve. Reserve component roundout units are given the same priorities for equipment as their parent active component units. A few reserve component commands are rounded out with active component units.

During FY 1988, the 81st Separate Infantry Brigade (Mechanized), Washington Army National Guard, was given a roundout mission to the 9th Infantry Division (Motorized), Fort Lewis, Washington. An Army National Guard battalion was also formed in Alaska to roundout the 6th Infantry Division (Light).

An equipment maintenance center is being established on a one-year test

basis in the Federal Republic of Germany. It is being staffed by 10 active component, 10 Army National Guard, and 10 Army Reserve full-time personnel. They will assist National Guard and Reserve maintenance companies which will deploy from the United States to work in the center for three-week annual training periods. The first unit is scheduled to deploy to the center in April 1989. The work done by Army National Guard and Army Reserve units will improve maintenance support of the Army command in Europe and help reduce maintenance backlogs. Additionally, it will enable reserve component units to train with some of the Army's most modern equipment. Under this plan, maintenance costs should decrease since the equipment is currently being maintained through contract services.

If this test is successful, the rotation of National Guard and Reserve units through the center would become permanent. The concept could be extended to other overseas missions besides maintenance. Operational missions provide valuable training experience for the reserve components.

During FY 1988, the Army National Guard activated 49 units and converted 169 organizations. The Army Reserve activated 30 units and had 91 conversions. Organizational changes and equipment modernization over the last five years has caused considerable turbulence in the Army's reserve components. The impact of this turbulence varies depending on unit type. In many cases it changes individual skill requirements within a unit. Such changes require careful oversight to ensure that adequate retraining opportunities are made available to minimize skill mismatch problems.

As part of the modernization program, the Army National Guard and Army Reserve have added new tanks, helicopters, radars, trucks, hospital sets, and many other items of equipment mentioned in the Equipment Chapter of this report. During FY 1988, the 1st Battalion, 158th Field Artillery, Oklahoma Army National Guard, became the Army's first reserve component battalion to receive the multiple launch rocket system. The modernization program has significantly increased the capability of the total Army.

The Army's capability has also been enhanced through leadership training programs initiated during the year. Among these is the establishment of noncommissioned officer academies for reserve component personnel in the five major regional commands in the United States.

Over the next several years, the Army plans to reduce its aviation fleet by approximately 2,000 aircraft. As new aircraft are added to the force, they will displace less capable aircraft reaching obsolescence. In some Army National Guard and Army Reserve units, older aircraft are being removed as part of this restructuring before the new aircraft are available. This results in decreased reserve component capabilities. In order to maintain capability and required structure in the force, reductions should only take place as new aircraft are given to reserve component units.

The Army remains committed to the establishment of four attack helicopter battalions in the Army National Guard and four in the Army Reserve. Six units are programmed to be established in FY 1989 (four Army National Guard/two Army Reserve), one in FY 1990, and the last in FY 1991.

Contributions to the total Army by the Army National Guard and Army Reserve are reflected in Table 4.

06

07

Table 4
ARMY NATIONAL GUARD AND ARMY RESERVE CONTRIBUTIONS TO THE TOTAL ARMY
FY 1988

Unit Types	National Guard Percent of Total Army	Army Reserve Percent of Total Army	Combined Percent of Total Army
Training Divisions and Brigades	0	100	100
Infantry Scout Groups	100	0	100
TOW Light Anti-tank Infantry Battalions	100	0	100
Heavy Helicopter Units	100	0	100
Pathfinder Detachments	50	50	100
Railroad Units	0	100	100
Judge Advocate General Units	2	98	100
Civil Affairs Units	0	97	97
Psychological Operations Units	0	87	87
Public Affairs Units	58	29	87
Heavy Equipment Maintenance Companies	76	10	86
Separate Brigades	73	7	80
Engineer Battalions (Combat)	52	25	77
Hospital Units	8	69	77
Petroleum, Oil, and Lubricant Companies	18	59	77
Engineer Bridge Companies (Non-Divisional)	43	31	74
Corps Support Groups, Headquarters	15	58	73
Chemical-Smoke Generator Units	6	[illegible]	72
Supply and Service Companies	31	40	71
Engineer Battalions (Combat Heavy)	30	37	67
Truck Companies	37	30	67
Theater Defense Brigades	50	17	67
Military Police Companies (Non-Divisional)	44	21	65
Conventional Ammunition Companies	18	43	61
Field Artillery Battalions	52	9	61
Armored Cavalry Regiments	57	0	57
Military Intelligence Units	4	54	58
Signal Battalions (Corps Area)	43	14	57
Infantry Battalions	50	5	55
Special Forces Groups	25	25	50
Mechanized Infantry Battalions	47	2	49
Armored Battalions	43	2	45
Area Support Groups, Headquarters	30	15	45
Watercraft Companies	14	29	43
Combat Divisions	36	0	36

Note: Percentage determined by counting like-type units.

Data as of September 30, 1988.

Navy

The Naval Reserve has 149,500 personnel assigned in 3,243 units. They are organized into three types of units for alignment with gaining commands.

- Commissioned Units (6 percent): Reserve combat units, with organic equipment, such as aircraft squadrons or construction battalions. These units are tasked to deliver a complete operational entity to the operating force, are commanded by either active or reserve component officers, and manned largely by Selected Reserve personnel.

- Reinforcing Units (34 percent): Units which augment active component commissioned units and operating staffs with trained personnel. Such units are tailored to augment designated ships, aircraft squadrons, craft, special warfare commands, and Marine expeditionary forces. Their function is to allow peak operations for an indefinite period of time.

- Sustaining Units (60 percent): Units which augment fleet and force support activities with trained personnel. They provide a surge capability and sustain the high level of activity required to support deployed forces. Such units provide augmentation to security groups; intelligence, communications, and meteorological activities; intermediate maintenance units; staffs; naval stations; and headquarters organizations.

Naval Reserve Force (NRF) ships belong to the Navy's active component and are under the operational control of the Commanders-in-Chief, Atlantic or Pacific Fleets rather than the Commander, Naval Reserve Force. The Naval Reserve trains on NRF ships and craft and provides a portion of their mobilization manpower. NRF ships are manned (at reduced strength from normal peacetime levels for these types of ships) by active component personnel, Training and Administration of Reserves (TAR) program personnel, and drilling Selected Reservists.

During FY 1988, five NRF ocean minesweepers and two NRF frigates were deployed to support Persian Gulf operations. Drilling Selected Reserve members assigned to the ships at the time of their deployment were not called to active duty. Rather, active component members, TARs, and volunteers from the Naval Reserve filled the crew. Participation in the Persian Gulf operations, by these ships and other Naval Reserve personnel, demonstrated the Navy's ability to integrate NRF ships and Naval Reserve assets into operational missions when required.

19

40

The majority of the NRF is included in the 600-ship Navy. This includes 22 frigates and various landing craft. Also in the NRF, but not included in the 600-ship Navy, are 18 minesweepers, three salvage ships, and 14 craft of opportunity utilized by the Naval Reserve for training in mine warfare operations.

Two of the Navy's 15 carrier air wings are in the Naval Reserve. In the next few years, one out of every 12 ships and nearly one-fourth of the Navy's frigates, are programmed to be in the NRF. Maritime patrol squadrons from the Naval Reserve constitute one-third of the fleet's total requirement.

Over the past five years, many Naval Reserve units have been established. Some were eliminated due to changing demographics. During this time, the number of NRF ships increased by 16 while the number of aircraft squadrons increased by two. Changes in the NRF, scheduled over the next five years, include adding four frigates to the inventory. Eight mine countermeasure ships and one coastal mine hunter ship will replace seven ocean minesweepers scheduled for deactivation. One more amphibious ship will be added to the NRF.

In addition, six existing squadrons transitioned to new types of aircraft. The number of reinforcing or sustaining unit activations averaged 200 annually while the number of deactivations averaged 35 per year. During 1988, 114 units were activated and 70 were deactivated. The number of commissioned units is projected to increase by 25 during the next five years.

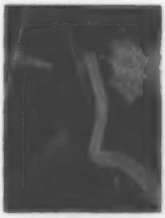
The majority of the Navy's mine countermeasures capability is in the Naval Surface Reserve. Eighteen of the Navy's 21 ocean minesweepers are NRF assets. The Naval Air Reserve has one Naval Reserve helicopter mine countermeasure squadron and a second is planned to be added in FY 1989. The total Navy continues to require additional air mine countermeasure capability.

The two Naval Reserve carrier air wings are receiving modern equipment simultaneously with the active component. They will soon be fully supportable aboard the Navy's most modern aircraft carriers. Two Naval Reserve tactical electronic warfare squadrons will transition to more capable aircraft beginning in FY 1989.

The Naval Reserve maritime patrol force has 13 squadrons and contributes substantially to the total maritime patrol

41

42



45

46

force. One Naval Reserve squadron is currently flying the P-3C aircraft. The remaining reserve squadrons are scheduled to convert to P-3Cs when the active force acquires a new long range antisubmarine warfare aircraft in the late 1990s.

Naval Air Reserve changes over the next five years include the deactivation of two light attack helicopter squadrons and one combat support helicopter squadron. Two special combat support helicopter squadrons will replace them. Two aircraft refueling squadrons will be replaced with two new medium attack squadrons that will assume the refueling mission.

Most of the Navy's United States-based organic airlift needs are met by the Naval Air Reserve's 11 C-9/DC-9 squadrons.

Naval Reserve contributions to the total Navy are displayed in Table 5.

Table 5
NAVAL RESERVE CONTRIBUTIONS TO THE TOTAL NAVY
FY 1988

Unit Types	Reserve Percent of Total Navy
United States Based Logistic Airlift Squadrons	100
United States Based Composite (Service) Squadrons	100
Light Attack Helicopter Squadrons	100
Combat Search and Rescue Squadrons	100
Mobile Inshore Undersea Warfare Units	100
Naval Embarked Advisory Teams	100
Naval Control of Shipping (Military Personnel)	99
Cargo Handling Battalions	93
Ocean Minesweepers	82
Military Sealift Command (Military Personnel)	85
Mobile Construction Battalions	65
Fleet Hospitals (Medical Support)	53
Intelligence Program Personnel	48
Maritime Air Patrol Squadrons	35
LAMPS MK-I Anti-Submarine Warfare Squadrons	33
Airborne Mine Countermeasures Squadrons	25
Frigates (FFG-7s/FF-1052s)	21
Carrier Air Wings	14
Amphibious Warfare Ships	3

Note: Percentage determined by counting like-type units or personnel. Data as of September 30, 1988.

45

Marine Corps

The Marine Corps Reserve has 43,600 personnel assigned in 347 units at 193 sites.

Mobilization missions for the Marine Corps Reserve may be:

- Selectively augment the active component in order to field three active Marine expeditionary forces at full wartime structure.
- Selectively reinforce active component Marine expeditionary forces with Selected Marine Corps Reserve units.
- Provide the capability to field a Marine expeditionary brigade (with reduced aviation and limited combat service support capability) to reinforce an active component Marine expeditionary force.
- If augmentation/reinforcement is not ordered, provide the capability to field a division, wing, and force service support group.
- If augmentation/reinforcement is ordered, provide a nucleus to reconstitute a division, wing, and force service support group.

Less than 10 percent of units in the Marine Corps Reserve have been reorganized over the past five years. However, major changes are expected in the next five years to support warfighting enhancements directed by the Commandant of the Marine Corps.

Elements of the 4th Light Armored Vehicle Battalion, an antitank platoon, a KC-130 refueling squadron, and an AH-1J attack helicopter squadron were activated in the Marine Corps Reserve in FY 1988. Many units within the Marine Corps Reserve received new equipment. Additional equipment, which will increase the capabilities of the 4th Marine Division, the 4th Marine Wing, and the 4th Force Service Support Group, will be fielded next year.

In FY 1989, the Marine Corps Reserve will activate three bulk fuel companies, two bridge platoons, and one antitank platoon. These units will be transferred from the active component.

The Marine Corps Reserve soon will assign 16 rifle companies to augment 16 active component rifle battalions with a fourth maneuver company. The companies will train with their gaining battalions during annual training duty, and possibly during monthly drills. Artillery units, and some combat service support organizations, will also augment active component units.

During FY 1989 the Marine Corps Reserve will continue to increase its aviation capability through transitions to modern aircraft.

Marine Corps Reserve contributions to the total Marine Corps are displayed in Table 6.

Table 6
MARINE CORPS RESERVE CONTRIBUTIONS TO THE TOTAL MARINE CORPS
FY 1988

Unit Types[1]	Reserve Percent of Total Marine Corps
Civil Affairs Groups	100
Salvage Platoons	100
Force Reconnaissance Companies	50
Air/Naval Gunfire Liaison Companies	50
Force Service Support Group Military Police Companies	40
Tank Battalions	40
Beach and Port Companies	40
Heavy Artillery Batteries	35
Division Reconnaissance Battalions	33
Light Anti-Aircraft Missile Battalions	25
Infantry Battalions	25
Marine Air Control Groups	25
Marine Wing Support Groups	25
Bulk Fuel Companies	25
Force Service Support Groups	25
Forward Area Air Defense Batteries	25
Aircraft Types[2]	
Light Attack Aircraft	28
Aerial Refueling Aircraft	28
Observation Aircraft	23
Fighter Aircraft	20
Electronic Warfare Aircraft	18
Helicopters	16

Notes: 1. Percentage determined by counting like-type units.
2. Percentage determined by counting primary authorized aircraft.

Data as of September 30, 1988.

46

47

Air Force

There are 115,200 personnel in the Air National Guard and 82,100 personnel in the Air Force Reserve. There are 680 units in the Air National Guard and 533 units in the Air Force Reserve.

Most Air National Guard and Air Force Reserve units are aligned with wartime gaining commands and train with them on a regular basis in peacetime. This facilitates integration into the active force upon mobilization. In addition to flying their own component's aircraft, many Air Force Reserve aircrews fly active component aircraft in the associate program. Some units have changed missions and others have transitioned to modern aircraft with increased capabilities.

The 158th Fighter Interceptor Group, Vermont Air National Guard, transitioned from F-4s to F-16s in FY 1988, changing from a tactical fighter to a strategic air defense role.

Activation is planned for three Air National Guard communications squadrons in FY 1989. Terminals will be placed in North Carolina, Florida, and Kentucky. The squadrons will provide a command and control capability and a logistics link from designated NATO bases. The Air Force is providing ground satellite terminals while European allies are providing satellites. The Air National Guard will provide personnel and funding for operations and maintenance.

The 210th Air Rescue and Recovery Squadron will be activated in the Alaska Air National Guard during FY 1990-1993. This action, directed by Congress, will replace the active component air rescue and recovery capability which is being removed from Alaska. Congress provided funds to equip the new squadron with four MH-60G helicopters and two HC-130N aircraft.

In FY 1989, the Air Force Reserve will deactivate 16 mobility support flights. All personnel, and unit assets will be absorbed by combat support squadrons. One security police flight will be activated.

Over the past five years, 42 percent of Air National Guard units and 25 percent of Air Force Reserve units experienced mission conversions or reorganizations. It is expected that over the next five years an additional 34 percent of Air National Guard and 25 percent of Air Force Reserve units will reorganize or convert to other systems.

During FY 1988, many fighter and airlift units in the Air National Guard and Air Force Reserve converted from older to more capable aircraft. In a few units, missions have been changed. This often requires a different type of

10

aircraft. The capability and sustainability of the reserve components have increased because of these equipment and unit conversions.

In the Air Force, fiscal constraints are forcing reductions in numbers of tactical fighter aircraft and in unit structure. Air National Guard and Air Force Reserve tactical fighter squadrons are scheduled to be reduced by the equivalent of a tactical fighter wing.

Some units are scheduled to receive more modern but fewer aircraft than they currently operate. This was planned because of service fiscal constraints. Increased capability due to more modern equipment may be offset by a less efficient equipment package and a consequent reduction in potential combat capability. If active component equipment reductions become necessary due to budget priorities, but the requirement for the capability continues, it may be prudent to transfer that equipment to the reserve components.

Air National Guard and Air Force Reserve contributions to the total Air Force are displayed in Table 7.

Table 7
AIR NATIONAL GUARD AND AIR FORCE RESERVE CONTRIBUTIONS TO THE TOTAL AIR FORCE
FY 1988

Unit Types	National Guard Percent of Total Air Force	Reserve Percent of Total Air Force	Combined Percent of Total Air Force
Flying Units			
Aircraft[1]			
Aerial Spraying Capability	0	100	100
United States Based Strategic Interceptor Forces	86	0	86
Theater Airlift Aircraft	34	25	59
Tactical Reconnaissance	50	0	50
Air Rescue/Recovery	17	28	45
Weather Reconnaissance	0	40	40
Tactical Air Support	36	0	36
Special Operations	11	25	36
Tactical Fighters	25	8	33
Aerial Refueling/Strategic Tankers	18	4	22
Support Aircraft	18	0	18
Strategic Airlift Aircraft	5	9	14
Aircrews[2]			
Aeromedical Evacuation Crews	24	69	93
Strategic Airlift (Associate)	0	50	50
Tanker/Cargo (Associate)	0	38	38
Aeromedical Airlift (Associate)	0	30	30
Non-Flying Units[3]			
Aerial Port	12	59	71
Aircraft Control & Warning	70	0	70
Combat Communications	68	0	68
Engineering Installations	68	0	68
Combat Logistics Support Squadrons	0	59	59
Tactical Control	55	0	55
Civil Engineering Personnel	24	19	43
Strategic Airlift Maintenance Personnel (Associate)	0	40	40
Medical Personnel[4]	13	13	26
Weather	15	1	16

Notes: 1. Percentage determined by counting primary authorized aircraft.
2. Percentage determined by counting authorized aircrews.
3. Percentage determined by counting authorized personnel.
4. Excludes aeromedical evacuation crews.

Data as of September 30, 1988.

57

Coast Guard

There are 323 units with 12,100 personnel in the Coast Guard Selected Reserve.

Except for three deployable port security units (351 total personnel), the Coast Guard Reserve augments active component units after mobilization. Since the Coast Guard Reserve is highly dependent upon active force commands for peacetime training, reservists generally are familiar with command structures, missions, and operating areas of the units they would augment upon mobilization.

Reservists also support Coast Guard peacetime operations in search and rescue, aids to navigation, port safety and security, and law enforcement.

Less than one percent of Coast Guard Reserve units have reorganized each year since 1983. The reorganizations were primarily the result of significant changes in training opportunities available to the unit. Coast Guard Reserve units are configured as training units and do not need to reorganize to accommodate changing mobilization requirements.

Seven Coast Guard Reserve units changed their unit types in FY 1988. The Coast Guard had to reduce its Selected Reserve strength by nearly 10 percent due to budget constraints during FY 1988. It was still able to establish three port security units, one vessel augmentation unit, one support unit, one interservice training unit, and two aviation training units. Aviation units use active component aircraft and operating resources.

The Coast Guard Reserve's 10-year plan projects considerable growth. If the plan is supported by the Administration and Congress, 56 port security units will be established in the next five years. There are no plans to deactivate any units. Generally, Coast Guard Reserve units have no mobilization equipment assigned.

Coast Guard Reserve contributions to the total Coast Guard are displayed in Table 8.

58

59

54

55

Table 8
COAST GUARD RESERVE CONTRIBUTIONS TO THE TOTAL COAST GUARD
FY 1988

Unit Types	Reserve Percent of Total Coast Guard
Deployable Port Security Units	100
Marine Safety Office Units	54
Operational Shore Facilities	32
Repair/Supply/Research	25
Command & Control	21
Vessels	17
Training Commands	10
Air Stations	2

Note: Percentage determined by counting allocated mobilization billets.

Data as of September 30, 1988.

Reserve component reorganizations, activations, deactivations, and equipment modernization cause turbulence in manning, training, and meeting individual skill requirements. Although such changes may result in a temporary degradation of readiness, capability may be increased over time. The ultimate improved capability is welcome, but all must realize the adverse impact of these changes on current force readiness.

Special Operations Forces

Special Operations Forces (SOF) fulfill a vital role in protecting our national security interests. Their capabilities can be employed in peace and at all levels of conflict, independently, or in concert with other forces. SOF are receiving emphasis in the active and reserve components of all the services. SOF include special forces, rangers, special operations aviation, psychological operations, civil affairs (except in the Marine Corps reserve), electronic combat, gunship, and special boat units.

Representative SOF missions supporting national objectives include:

- foreign internal defense operations in remote, urban, or rural environments during peace or war to promote national and regional stability.
- training foreign military and paramilitary forces in counterinsurgency techniques.
- conducting unconventional warfare, direct action missions, and psychological operations.

- conducting humanitarian assistance operations, either unilaterally or in conjunction with other forces.

- safeguarding United States citizens and property abroad.

- conducting personnel evacuation operations, or recovery of sensitive items.

- conducting deception operations.

- conducting counterterrorist operations.

Recognizing the contribution SOF make in protecting national security interests, goals are to revitalize SOF capabilities to enable them to perform missions in times of peace, crisis, or war; and to program the sustainment and modernization of these forces.

Army National Guard and Army Reserve special forces units have 6,000 soldiers and comprise four of the eight special forces groups in the Army. One special operations aviation battalion is in the Army National Guard. Three of the Army's four psychological operations groups are in the Army Reserve. More than 4,600 Army Reserve soldiers are in three civil affairs commands, five civil affairs brigades, four civil affairs groups, and 24 civil affairs companies. There is only one civil affairs battalion in the active component.

Peacetime chain of command for Army Reserve SOF units is through a SOF oriented reserve command, in each of the five regional commands, to Forces Command (FORSCOM). 1st Special Operations Command (SOCOM), the Army component of United States Special Operations Command (USSOCOM) and a major subordinate unit of FORSCOM, has operational control of Army Reserve SOF units. 1st SOCOM was added to the command chain in FY 1988. 1st SOCOM is transitioning to a major Army command and will assume responsibility for all Army Reserve SOF affairs from FORSCOM except post-mobilization deployment responsibilities.

Army National Guard SOF units remain under state control until mobilized or called to federal duty. The Chief, National Guard Bureau and Commander, 1st SOCOM have signed a memorandum of agreement to address command and control issues. 1st SOCOM monitors and coordinates Army National Guard training and readiness in accordance with the agreement.

After mobilization, operation command for all Army reserve

96

97

98

component units is directly through 1st SOCOM to USSOCOM. Administrative chain of command is from 1st SOCOM to FORSCOM. Upon deployment, operational command is passed from the Commander-in-Chief, USSOCOM to theater Commanders-in-Chief. Command (less operational command) continues to be exercised through the service components of the respective theater commanders.

The Naval Reserve has two commissioned special boat squadrons (SBR) and four commissioned special boat units (SBU). They comprise 100 percent of all SBRs and 67 percent of all SBUs in the Navy. In addition, there are 15 reserve detachments which augment various SOF units and staffs of the active component. Naval Reserve SOF strength is 547 officers and 1,557 enlisted.

Operational control of Naval Reserve special operations units is through Commander, Naval Special Warfare Command, to the Commander-in-Chief, USSOCOM. Administrative control is through Commander, Naval Special Warfare Command, to Chief of Naval Operations. Post mobilization command relationships would remain the same until deployment. Upon deployment, command passes to theater commanders.

There is one special operations unit in the Air National Guard. This Pennsylvania unit, the 193rd Special Operations Group, has an electronic combat mission. The unit has 1,040 assigned personnel with over 90 percent of assigned personnel qualified in their individual specialty. There is no shortage of equipment although some of the aircraft are undergoing conversions.

The 193rd Special Operations Group is under the command and control of the state. However, for contingencies not requiring mobilization, an agreement assigns operational control to USSOCOM. During peacetime, the Military Airlift Command establishes training and evaluation standards for the unit. Upon mobilization, command passes to the Military Airlift Command with operational control by USSOCOM until the unit is deployed to another unified command.

The Air Force Reserve SOF consists of one AC-130 gunship unit which is half of the Air Force's gunship capability, and one H-3 helicopter unit which is 100 percent of Air Force H-3 SOF capability. Total Air Force Reserve SOF personnel strength is 1,530. Air Force Reserve SOF units have 100 percent of their authorized support equipment. Almost all of their personnel are qualified in their individual specialty.

The Marine Corps Reserve and the United States Coast Guard Reserve have no special operations units.

Military Intelligence

The Army National Guard has six military intelligence (MI) organizations. They consist of two aerial exploitation battalions, one combat electronic warfare intelligence (CEWI) divisional battalion, one MI linguist brigade headquarters, and two MI linguist battalions. All of these organizations provide tactical MI support.

The most significant programmed growth in the Army National Guard MI force is the implementation of a new linguist structure over the next few years. Additionally, new systems will be provided to the National Guard's two aerial exploitation battalions.

Military intelligence (MI) in the Army Reserve constituted 54 percent of the Army's MI structure in FY 1988. Within the Army Reserve, the preponderance of MI units are CEWI units that support commanders at corps level and below. There is also significant intelligence structure above corps level. Fifty-nine strategic MI detachments provide valuable scientific and technical intelligence support to the Army.

Naval Reserve military intelligence is composed of two parts—the Naval Reserve Intelligence Program (NRIP) and the Naval Reserve Security Group (NRSG).

The NRIP provides about 15 percent of the Navy's peacetime intelligence capability and more than 60 percent of its wartime personnel. The program has 5,000 drilling Selected Reservists in 140 intelligence units. Additionally, the intelligence needs of 88 other Naval Reserve units are supported by NRIP.

The NRSG mission is to train and sustain proficiency of a cadre of cryptologic personnel. This mission is carried out through a cryptologic readiness training program that couples skill development with real-time cryptologic support to fleet commanders and national intelligence agencies. The program uses state-of-the-art equipment at 76 NRSG units located in reserve centers throughout the country. The program is managed by three reserve units designated as collection management authorities and five units designated regional operational coordinators. The NRSG provided over 43,000 man days of support in FY 1988.

The Marine Corps Reserve has about 25 percent of all Marine Corps MI assets. These include tactical collection, analysis, and production. The 40 member Intelligence Reserve Augmentation Unit (RAU) and 15 member Cryptology RAU, attached to Marine Corps headquarters, provide quality assistance to both the Marine Corps and other government agencies.

99

60

Additionally, intelligence reservists are available to augment the Fleet Marine Force during major exercises or crises.

The Air National Guard provides approximately 10 percent of Air Force intelligence assets. Intelligence personnel are assigned to 91 Air National Guard flying units, two reconnaissance technical squadrons, one electronic security squadron, and 32 tactical control units. Flying units include tactical fighter/reconnaissance, tactical air support, strategic/tactical airlift, air defense, air refueling, air rescue, and special operations.

The Air Force Reserve has 538 authorized intelligence billets in 58 flying squadrons and two electronic security squadrons. These intelligence resources provide operational support to a wide variety of missions.

Major command requirements have increased Air Force Reserve intelligence manning from 175 positions to 538 over the past five years. During this period, Air Force Reserve intelligence positions have been established in Military Airlift Command associate airlift organizations and Strategic Air Command associate refueling groups.

61

Recently approved manning documents for Air National Guard/Air Force Reserve combat rescue units will double intelligence personnel strength in those units by FY 1991.

Approximately 1,400 officer and enlisted members of the Air Force Intelligence Reserve (AFIR) performed two-week annual tours during FY 1988. Additionally, these reservists performed more than 8,000 special tours supporting 27 major commands and separate operating agencies. Air Force Reserve intelligence personnel perform important roles in most major Air Force exercises. Significant initiatives include:

- Establishment of the AFIR Strategic Air Command (SAC) intelligence network. This management initiative realigns 13 intelligence detachments under a SAC-oriented command structure to focus and increase intelligence support to SAC bombardment wings during inactive duty periods. The AFIR SAC network is a prototype for future alignment and utilization of Reserve intelligence reserve detachments and may influence the use of reservists on annual or special duty tours.
- Intensified AFIR Russian linguists' training to prepare for an operational role in strategic treaty verification processes.

Presently, reserve component military intelligence (MI) assets constitute an important resource for the Coast Guard. They increase active component Coast Guard capabilities by approximately 35 percent. At Coast Guard headquarters, Intelligence Coordination Center staffing is increased by 10–20 percent. In Coast Guard area commands, Reserve personnel account for 40–50 percent of

the wartime intelligence staff requirements. At the district staff level, they boost MI staffing capabilities 20–50 percent.

Most Coast Guard Reserve MI assets perform duties of an analytical nature (both strategic and tactical), with the remainder engaged in watch standing and collection activities.

Over the last several years, MI assets have been focused on Maritime Defense Zone responsibilities, especially for mobilization. This is particularly true of area intelligence staffs. In areas where law enforcement intelligence needs are rapidly increasing, such as in the southeastern United States, Reserve personnel are supporting Coast Guard operations. As the Coast Guard obtains access to more sophisticated types of intelligence gathering capabilities, Reserve personnel will also be used to support these systems. Increased use of Reserve MI resources can be expected to continue for the next several years.

During mobilization, intelligence collection and analysis requirements will be considerably greater than at present. The maritime defense zone areas of responsibility are large, surpass command boundaries, and encompass strategically important port facilities. The volume of intelligence data would multiply dramatically, requiring increased processing. More Reserve intelligence personnel, particularly those performing analytical and collection duties, would be needed to meet the challenge of a full mobilization.

Summary

The reserve components are increasingly important to the national security of the United States. In this era of budget constraints, the National Guard and Reserve are being called upon to "provide for the common defense" more often and in more ways. Without reserve component forces, a major conflict may not be won. The contribution of the reserve components to deterrence of war, and execution of war if deterrence fails, may be greater now than anytime in recent history. Many capabilities exist in the National Guard and Reserve which are not in the active components.

The Total Force Policy demands increased preparedness through training and equipping of the reserve components. They must train in peace as they would perform in battle. This requires continual exercising of all reserve components with their active component counterparts and other services.

The reserve components must be compatible with active component elements. This should include unit structure, individual and unit skills, major equipment, spare parts, and weapon systems. There may not be sufficient time after mobilization to recruit and train people or to mobilize industry to start rapid production of hardware systems.

Reorganizations, especially those due to conversions to modern equipment, result in temporary lower unit readiness status. However, this decreased status does not necessarily mean reduced capability. Overall, changes have resulted in a considerable increase in total force mobilization readiness and wartime capability. ■

Personnel 3

67

General

Sufficient numbers of trained personnel in the reserve components are essential to readiness and a credible total force. Trained units are required for immediate mobilization and deployment to meet worldwide contingencies. Additionally, trained individuals must be available to replace casualties and fill other units preparing for deployment.

One of the most critical factors in achieving force readiness is the ability to meet the Selected Reserve manpower requirements—both in numbers and quality. In recent years, Congress has provided increased recruiting and retention resources to ensure attainment of manpower objectives.

70

Management of change in 1989 and into the next decade is a challenge. Changing missions, continued equipment modernization, the shrinking recruiting pool, and increased training demands will impact personnel requirements in the reserve components.

71

Personnel Strengths

Increased numbers of drilling Selected Reservists are necessary to meet the expanding roles of the reserve components. Personnel are required for new units and to expand existing capabilities. Mobilization readiness is affected by the personnel strength of any unit.

Table 9 reflects the wartime personnel requirements, authorized personnel, and personnel assigned by component and category.

72

Table 9
PERSONNEL STRENGTH
(In Thousands)[1]

	FY 81[2]	FY 87[2]	FY 88[2]	Percent Change FY 87-88	Percent Change FY 81-88	Projected FY 89[2]	Percent Change FY 81-89
READY RESERVE							
Selected Reserve							
ARNG (486.1)[3]	389.0	451.9	455.9	0.7%	17.0%	457.3	17.6%
USAR (311.9)[3]	232.0	313.6	312.8	−0.3%	34.8%	324.3	39.8%
USNR (146.1)[3]	98.5	148.1	149.5	0.9%	52.1%	152.6	55.2%
USMCR (42.7)[3]	37.3	42.3	43.6	3.1%	16.9%	43.6	16.9%
ANG (118.2)[3]	98.5	114.6	115.2	0.5%	17.2%	115.9	17.9%
USAFR (88.6)[3]	62.3	80.4	82.1	2.1%	31.8%	82.4	32.3%
TOTAL DoD	917.2	1150.9	1158.4	0.7%	26.3%	1176.1	28.2%
USCGR (27.5)	11.9	13.3	12.1	−9.0%	1.7%	12.1	1.7%
TOTAL Sel Reserve	929.1	1164.2	1170.5	0.5%	26.0%	1188.2	27.9%
IRR/ING							
ARNG	10.5	10.3	9.0	−12.6%	−14.3%	10.3	−1.9%
USAR	205.9	287.5	292.9	1.9%	42.3%	300.9	46.1%
USNR	99.3	78.4	84.0	7.1%	−15.4%	86.0	−13.4%
USMCR	51.4	44.6	42.4	−4.9%	−17.5%	49.0	−4.7%
ANG	0.1	0.0	0.0	0.0%	−100.0%	0.0	0.0%
USAFR	43.7	48.5	55.9	15.7%	27.9%	43.9	0.5%
TOTAL DoD	410.9	469.1	484.2	3.2%	17.8%	490.1	19.3%
USCGR	8.1	4.8	6.5	35.4%	−19.8%	6.0	−25.9%
TOTAL IRR/ING	419.0	473.9	490.7	3.5%	17.1%	496.1	18.4%
TOTAL READY RESERVE	1348.1	1638.1	1661.2	1.4%	23.2%	1684.3	24.9%
ACTIVE COMPONENT[4]							
Army	781.0	780.8	771.8	−1.2%	−1.2%	771.8	−1.2%
Navy	540.2	586.8	592.6	1.0%	9.7%	595.2	9.8%
Marine Corps	190.6	199.5	197.4	−1.1%	3.6%	197.2	3.5%
Air Force	570.3	607.0	576.4	−5.0%	1.1%	571.0	0.1%
TOTAL DoD	2082.1	2174.1	2138.2	−1.7%	2.7%	2135.2	2.9%
Coast Guard	39.8	38.6	37.8	−2.1%	−5.0%	38.0	−4.5%
TOTAL AC Personnel	2121.9	2212.7	2176.0	−1.7%	2.5%	2171.2	2.3%
TOTAL READY RESERVE & ACTIVE COMPONENT	3470.0	3850.8	3837.2	−0.4%	10.6%	3855.5	11.1%
STANDBY RESERVE							
ARNG	0.0	0.0	0.0	0.0%	0.0%	0.0	0.0%
USAR	5.0	0.4	0.4	0.0%	−92.0%	0.3	−94.0%
USNR	20.0	11.2	10.8	−3.6%	−46.0%	12.0	−40.0%
USMCR	1.8	1.4	1.5	7.1%	−16.7%	1.4	−22.2%
ANG	0.0	0.0	0.0	0.0%	0.0%	0.0	0.0%
USAFR	37.1	24.5	21.8	−11.0%	−41.2%	28.3	−23.7%
TOTAL DoD	64.0	37.5	34.5	−8.0%	−46.1%	42.0	−34.4%
USCGR	0.9	0.4	0.5	25.0%	−44.4%	0.6	−33.3%
TOTAL STANDBY RESERVE	64.9	37.9	35.0	−7.7%	−46.1%	42.6	−34.4%

Table 9 (Cont'd)
PERSONNEL STRENGTH
(In Thousands)

	FY 81[2]	FY 87[2]	FY 88[2]	Percent Change FY 87-88	Percent Change FY 81-88
RETIRED[5]					
20 Years Reserve Component Service (Non-Disabled) (10 USC 672(a))					
Army	97.5	110.2	114.0	3.4%	16.9%
Navy	50.3	52.0	114.5	120.2%	127.6%
Marine Corps	5.8	6.6	6.7	1.5%	15.5%
Air Force	69.0	60.0	62.0	3.3%	- 10.1%
TOTAL DoD	222.6	228.8	297.2	29.9%	33.5%
Coast Guard	1.6	2.3	2.5	8.7%	56.2%
TOTAL RC (Non-Dis)	224.2	231.1	299.7	29.7%	33.7%
20 Years Active Service (Non-Disabled) (10 USC 688(a))					
Army	320.4	348.0	353.0	1.4%	10.2%
Navy	286.6	315.7	310.4	- 1.7%	8.3%
Marine Corps	51.8	56.2	57.1	1.6%	10.2%
Air Force	402.2	449.5	458.8	2.1%	14.1%
TOTAL DoD	1061.0	1169.4	1179.3	0.8%	11.1%
Coast Guard	14.9	23.7	24.2	2.1%	62.4%
TOTAL Active (Non-Dis)	1075.9	1193.1	1203.5	0.9%	11.9%
Reserve & Active Components (Disabled)					
Army	104.9	108.4	105.1	- 3.0%	0.2%
Navy	43.1	44.4	45.1	1.6%	4.6%
Marine Corps	26.7	26.6	26.6	0.0%	- 0.4%
Air Force	60.1	55.3	54.6	- 1.3%	- 9.2%
TOTAL DoD	234.8	234.7	231.4	- 1.4%	- 1.4%
Coast Guard	3.8	3.7	3.8	2.7%	0.0%
TOTAL RC & AC (Dis)	238.6	238.4	235.2	- 1.3%	- 1.4%
TOTAL RETIRED	1538.7	1662.6	1738.4	4.6%	13.0%
MOBILIZABLE PERSONNEL (Active Components, Ready Reserve, Standby Reserve and Retired)					
Army	2146.2	2411.1	2414.2	0.1%	12.5%
Navy	1137.8	1236.6	1306.9	5.7%	14.9%
Marine Corps	365.4	377.2	375.3	-0.5%	2.7%
Air Force	1343.1	1439.6	1426.8	-0.9%	6.2%
TOTAL DoD	4992.5	5464.5	5523.2	1.1%	10.6%
Coast Guard	81.0	86.8	87.4	0.7%	7.9%
TOTAL MOBILIZABLE PERSONNEL	5073.5	5551.3	5610.6	1.1%	10.6%

Notes: 1. Numbers may not add due to rounding.
2. FY 1981-1989 data submitted by the services and the Office of the Assistant Secretary of Defense for Reserve Affairs, (OASD(RA)). Reserve component end-strength includes personnel in the training pipeline (nondeployable) and Individual Mobilization Augmentees who apply against active component wartime requirements.
3. FY 1988 wartime requirements from FY 1990-1994 Program Objective Memorandum.
4. Active component data from OASD (Comptroller).
5. DoD Directive 1352.1 dated February 27, 1984.

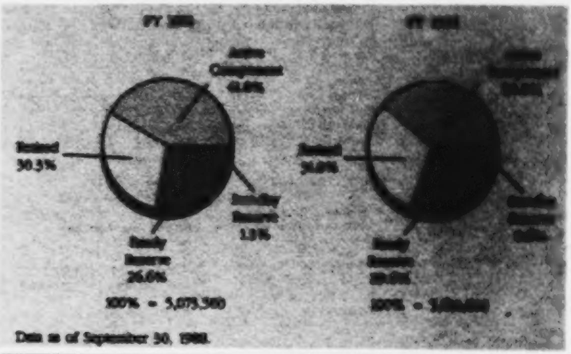
Data as of September 30, 1988.

Personnel for Mobilization

Table 9 also indicates sources of personnel available for mobilization according to personnel data bank information and by Department of Defense Directive. Table 10 provides percentages of personnel, by category, who are available for mobilization. Current data is compared with FY 1981 information.

There is no assurance that each person in the mobilization pool will be physically fit for duty. However, as discussed later in this chapter, the screening of the Individual Ready Reserve is providing the services with substantial information on that segment of the mobilization pool.

Table 10
TOTAL MOBILIZABLE PERSONNEL



Data as of September 30, 198[illegible]

Overall Personnel Shortages

All of the reserve components are experiencing shortages of 10 percent or greater in certain officer and enlisted skills. In some cases, the difference between the authorized strengths and the wartime requirements for personnel, by skill, is equal to or greater than this 10 percent shortage. Although none of the components have stated that these vacancies are "war stoppers", the Board is concerned that, upon mobilization, the war fighting capability of many units would be severely reduced. Examples of personnel shortages, by component, are provided in the next section on critical skill shortages.

As a result of FY 1988 budget reductions, funding for Army National Guard and Army Reserve troop program unit officer strength was held to FY 1987 levels. This occurred at the same time as Congressionally mandated medical recruiting initiatives were being implemented to reduce the shortages of physicians and nurses in the reserve components. Some former active component missions were also being transferred to the reserve components and there was no funding to fill these positions. As a result, most officer assignments to Army Reserve units (except medical) were curtailed during the last half of FY 1988. This caused an adverse impact on unit readiness since only 90 percent of authorized reserve component officer positions were budgeted.

The Army National Guard lists 23 officer and 189 enlisted Military Occupational Specialties (MOS) that are more than 10 percent short of required strength. Reasons for these shortages include changing force structure, geographical strength imbalances, and a lack of technically qualified officers. This adversely impacts readiness. Several innovative programs are being explored to attract soldiers, leaving active duty, into the Army National Guard and the Army Reserve. Force structure realignments and targeted recruiting should help balance MOS requirements. Most recruiting goals in the Army National Guard are targeted at authorized strength vice wartime strength.

The Army Reserve lists 29 officer, 39 warrant officer, and 53 enlisted MOS's that are more than 10 percent short of wartime strength. The Army Reserve does not program all units at wartime strength. Even though there are some skills that are filled at less than 90 percent of wartime requirements, most Army Reserve units would still be able to perform their wartime mission through cross-leveling and redistribution of total Army manpower and equipment. This includes filling vacancies from the Individual Ready Reserve (IRR). Other initiatives are being implemented at Department of the Army, the Office of the Chief of Army Reserve, and at Forces Command to eliminate personnel shortages.

While some of the specialty shortages are common to both the Army National Guard and the Army Reserve, many are not. Closer coordination between these two components and elimination of barriers to transfer, such as the requirement to reenlist or be reappointed rather than simple transfer, could help reduce critical personnel shortages, ease enlisted promotion blockages, and reflect more fully the total Army policy.

The Naval Reserve lists 15 officer and 30 enlisted career fields that are more than 10 percent short of wartime strength. For officers, the percentage of fill runs from a high of 84.4 in one field to a low of 8.3 in another. Of the 15 officer fields, nine have less than 200 and two have less than 50 authorized personnel. In warrant officer (WO) and limited duty officer (LDO) programs there will be an increase in promotion selection levels over the next three to five years to fill the shortages and avoid promotion stagnation. In a few WO and LDO programs, only fully qualified prior service personnel may fill these positions.

The percentage of fill for Naval Reserve enlisted personnel fields, ranges from a high of 90 to a low of 23, with most in the 70s and 80s. Reasons for some Naval Reserve enlisted shortages include lack of advancement opportunity, shortage of available school quotas, high overtime wage competition from the civilian sector, no comparable civilian occupation, and inadequate numbers of trained personnel released from the active component. Shortages in non-technical ratings do not significantly impact readiness. Many of these billets are authorized to be filled by personnel with other ratings. Steps being taken to solve the personnel shortage problem include bonus programs, increased school spaces, and increased advancement opportunities in some fields.

The Marine Corps Reserve identifies eight officer, five warrant officer, and 18 enlisted skill areas that are short more than 10 percent of wartime strength. To resolve the shortages, enlisted specialties are being filled through targeted recruiting for both

prior and nonprior service enlisted personnel. Officer skill shortages are generally resolved through prior service recruiting.

The Air National Guard shows eight officer and 15 enlisted career fields that are more than 10 percent short of wartime strength. This can be attributed to organizational changes and conversions, retirements, eligibility requirements, long technical schools, and recruiting competition. Specialties not previously eligible for incentive bonuses will be added as appropriate. The Air National Guard intends to be more aggressive in officer recruiting and retention.

The Air Force Reserve lists 15 officer and 19 enlisted career fields that are more than 10 percent short of wartime strength. Many of these can be attributed to the same reasons as the Air National Guard. The shortages are not in flying units but are primarily in combat support units such as medical service and civil engineering units. There are shortages in certain geographical areas that affect some units to a greater extent than others. Many of these skill shortages also occur in private industry. Targeted recruiting, bonuses, and the Montgomery GI Bill are being used to help overcome shortages.

Six officer and 10 enlisted career fields have critical shortages in the Coast Guard Reserve. Many of the skills are also inadequately manned within the active component. Intensified recruiting and training efforts are helping to resolve these shortages.

Lack of appropriations severely restricts overall manning of the Coast Guard Reserve. The Coast Guard Reserve requirement is 27,500 personnel, however, it is only funded for 12,100. In FY 1987, the Coast Guard had the resources to meet only 48 percent of its personnel goals. This percentage fell to 44 percent in FY 1988. The Secretary of Transportation has prepared, at the request of Congress, a 10-year plan outlining resources necessary to meet the Coast Guard's wartime mobilization manpower requirements. The Board recommends that Congress authorize and fund significant annual increases for the Coast Guard Reserve in order to eliminate the 15,400 member shortage in mobilization strength and fund the full-time support force required by the Coast Guard Reserve.

The Medical Chapter addresses shortages of health care personnel and describes programs to increase medical personnel recruiting.

Critical Skill Vacancies

Critical skill vacancies vary from one component to another. Managers are reviewing options to overcome the causes for these personnel shortages. Incentives such as the Montgomery GI Bill and enlistment/reenlistment bonuses will help. Some reasons given by the components for the shortages are:

- high aptitude score requirements for entry into certain career fields.
- foreign language requirements.
- lengthy school requirements.
- lack of promotion opportunities.
- unglamorous occupation and, therefore, competition with more attractive skill areas.
- insufficient school quotas for reserve component personnel.
- security clearance requirements.
- unit not located near good recruiting markets.
- losses to the active component after training.
- heavy workload—low reward.
- no civilian equivalent—skills usable only in military.
- low number of accessions from the active components.
- civilian job conflicts with drill periods.
- force structure changes.

Except for health care specialty shortages which are discussed in the medical chapter, Table 11 shows the most critical skill vacancies as determined by each component.

Table 11
CRITICAL SKILL VACANCIES

Army National Guard	Interrogator, Electronic Warfare (EW)/Signal Intelligence Voice Intercept, EW/Signal Analyst.
Army Reserve	EW/Signal Intelligence Voice Intercept, Chemical Operations Specialist, Watercraft Operator.
Naval Reserve	Intelligence Officers, P-3 Flight Engineers, P-3 In-flight Avionics Maintenance Technician, Anti-Submarine Warfare Acoustic System Operator.
Marine Corps Reserve	Marine Aerial Navigator, Airborne Radio Operator/Loadmaster, Interrogation-Translation Specialist, Imagery Interpretation Specialist.
Air National Guard	Aircraft Armament System Technician, Munitions System Technician, Jet Engine Mechanic Technician, Aircraft Systems Maintenance Technician.
Air Force Reserve	Structural Pavement Specialist, Aircraft Fuel Systems Technician, Construction Equipment Technicians.
Coast Guard Reserve	Fire Control Technician, Radarman, Gunner's Mate.

Individual Skill Qualifications

The services use different terminology when referring to individual skill qualification and occupational specialties. The Army and Marine Corps refer to them as Military Occupational Specialty (MOS). The Navy groups its personnel into warfare and occupational fields called officer designators and enlisted ratings. When more specific individual skill qualifications must be identified with a designator or rating, Naval Officer Billet Classification (NOBC) and Navy Enlisted Classification (NEC) codes are used. NOBC and NEC codes are not equivalent to MOS's. The Air Force identifies jobs under the Air Force Specialty Code. The Coast Guard uses the same type of enlisted rating system as the Navy. Coast Guard officer skills are identified by experience indicator codes. For purposes of this report the term MOS will encompass all of these.

Every effort should be made by recruiters and commanders to place individuals in an authorized position commensurate with their rank and skill level. However, this may not always be possible in the reserve components for a variety of reasons. These include:

- no reserve unit with the appropriate MOS in the immediate locale.
- individual does not desire to continue in former MOS or component and is recruited into a different MOS or component.
- reorganization of units or changing of mission or equipment can cause some members to be excess.
- availability of reserve component members to attend schools.
- availability and flexibility of formal service schools.
- increased promotion opportunities.
- personnel turnover.

Many people in these cases must retrain into another MOS. The result may reflect a decrease in unit readiness because the person does not possess all of the skills needed to do that particular job at that point in time. That person must become qualified for unit readiness to increase.

Other reasons given for reserve component personnel not being MOS qualified are that personnel are in training, awaiting training, or have not completed split training options. Completion of training will result in MOS qualification.

Initiatives to increase MOS qualification in the Army National Guard and Army Reserve include creating more courses tailored for Army Reserve Forces Schools; using regional training sites to provide MOS/sustainment training; studying the possibility of using skill qualification testing during inactive duty training to determine how much training is needed; and co-locating Army Reserve Forces Schools, conducting their annual training, with other Army Reserve units requiring MOS instruction.

To reduce the number of skill mismatches, the Marine Corps Reserve instituted a policy, in FY 1988, requiring a higher percentage of MOS matches among prior service recruits, and mandatory retraining (or discharge), within a specified period of time, for those individuals recruited without the proper MOS.

The Naval Reserve, Air National Guard, and Air Force Reserve do not consider their numbers of skill mismatches as significant.

Coast Guard Reservists may be qualified for an assigned mobilization billet, regardless of the rating possessed, if they possess the required skill qualification codes. Therefore, the number and percentages may not be a true reflection of their actual readiness posture.

Table 12 shows the number of personnel, by component, not MOS qualified or not working in their primary MOS. Others, particularly those recruited from the active components, may not be recruited to fill a vacancy in their MOS and, therefore, need retraining. Some of the services do not track this data. The percentage of personnel not recruited into their MOS may be more than 20 percent in some of the components.

Table 12
INDIVIDUAL SKILL (MOS) QUALIFICATION IN THE RESERVE COMPONENTS
FY 1988

	Personnel Not Qualified In MOS		Personnel Not Working In MOS	
	Number	Percent[1]	Number	Percent[1]
Army National Guard	30743	6.8	64436	14.2
Army Reserve	19127	6.1	50307	16.1
Naval Reserve	6683	4.5	2065	1.4[2]
Marine Corps Reserve	2647	6.1[3]	6160	14.1[3]
Air National Guard	3230	2.8	9581	8.3
Air Force Reserve	477	0.6	70	0.1
Coast Guard Reserve	543	4.5	3560	29.4

Notes: 1. Percent of Selected Reserve.
2. Reservists are considered not to be working in a designator/rating if they are qualified but are training for a change of designator/rating status.
3. Percentages based on number of individuals in Selected Marine Corps Reserve, not including FTS/AGR who have completed at least the first increment of Initial Active Duty for Training.

Sources: Individual reserve components.

Data as of September 30, 1988.

Full-Time Support

The Full-Time Support (FTS) program is vitally important to the readiness of the National Guard and Reserve. For some units, the lack of sufficient FTS is an impediment to increasing unit readiness. FTS personnel assist in recruiting and retention, managing, and training reserve component members. More personnel, and in some cases higher ranks, are needed in the FTS program as new organizations, missions, and structure are added to the reserve components. Unfortunately, the required growth has not been adequately supported by the services, the Department of Defense, or Congress. The Board urges such support.

The Board supports the FTS program and reaffirms its 1987 recommendation to the Secretary of Defense and Congress:

> As the reserve components continue to assume ever-increasing missions and responsibilities and are required to sustain an unprecedented level of readiness for early deployment, the requirement for adequate levels of full-time support becomes critically important.
>
> Growth in the FTS program is essential in order for the reserve components to meet their increased responsibilities and readiness as part of the Total Force strategy. Not only is growth required to support new units being activiated within the reserve components, but it is also required for existing units.
>
> The full-time support force of each reserve component is made up of differing combinations of military technicians, reserve component members on active duty (AGR), active component members, and civilian employees. The Congress has supported these forces as a reflection of the individual mission requirements of each service and the unique operating environments in which each operate. The Reserve Forces Policy Board commends this policy and endorses the concept that each service be allowed to determine the appropriate mix of their full-time support force.
>
> The Reserve Forces Policy Board also opposes any proposal that would mandate the replacement of AGR personnel with those from the active component or reduce the current compensation or benefits provided to AGR members. The AGR force is a dedicated, professional force which makes a vital contribution to overall reserve component readiness by assisting drilling reserve component members to achieve and maintain their readiness requirements.

The categories of FTS personnel are briefly described below. Complete definitions are in Department of Defense Directive 1205.18.

95

66

- Active Guard/Reserve (AGR) Personnel: National Guard or Reserve members on active duty for 180 days or more who provide full-time support to the reserve components and are paid from the Reserve Personnel Appropriations of the military departments concerned. This classification includes Naval Reserve Training and Administration of Reserves (TAR) personnel and statutory tour personnel.
- Military Technicians (MT): Civilian personnel who occupy technician positions. They are required to be members of the Selected Reserve in the component which they support and simultaneously maintain civil service status.
- Active Component (AC) Personnel: Military personnel on active duty who directly support the reserve components. They are paid from active component appropriations. This classification includes all Coast Guard military personnel assigned to full-time support billets.
- Civil Service (CS) Personnel: Federal (Title 5) and state civil service personnel (Title 32), other than military technicians, who provide full-time support to the reserve components but do not occupy technician positions. They are not required to be members of the Selected Reserve.

The numbers vary in each category for each component. Differences are based on many service-unique factors which have been carefully analyzed to provide the best program to support readiness.

Table 13 provides a breakout, by reserve component and by category, of full-time support personnel.

67

Table 13
FULL-TIME SUPPORT PERSONNEL
FY 1988

	Army Guard	Army Reserve	Naval Reserve	Marine Corps Reserve	Air Force Guard	Air Force Reserve	DOD Total	Coast Guard Reserve	Total
AGR/TAR[1]									
Required	35089	26280	22505	2133	Note 2	669	86664	0	86664
Requested	25725	14250	22505	2015	7906	669	73070	0	73070
Authorized	25725	13329	21991	1945	7709	669	71368	0	71368
Actual	25659	13541	21766	1945	7709	626	63337	0	63337
Military Technician									
Required	34845	9881	0	0	34068	9994	88788	0	88788
Requested	28120	8429	0	0	23252	9994	69795	0	69795
Authorized	28120	8429	0	0	23615	9994	70158	0	70158
Actual	28385	8004	0	0	23409	9111	68909	0	68909
Active Component									
Required	90	1299	7222	5086	625	631	14953	850	15803
Requested	90	1299	7222	5086	625	631	14953	599	15552
Authorized	90	1299	7222	5086	625	631	14953	599	15552
Actual	90	1299	7748	5522	625	548	15832	404	16236
Civil Service									
Required	406	5517	5214	352	1957	6495	19941	150	20091
Requested	406	5517	5214	352	1957	6495	19941	112	20053
Authorized	406	5517	5214	352	1957	6495	19941	112	20053
Actual	402	5928	2940	338	1874	5083	16565	106	16671
Total Full-Time Support (FTS)									
Required	70408	42985	34941	7551	36650	15789	206504	1000	207504
Requested	54541	29495	34941	7453	33740	15789	173739	711	174450
Authorized	54541	28574	34427	7383	33906	15789	172400	711	173111
Actual	54536	28572	32454	7805	33617	15368	172152	710	172862

Notes: 1. Includes AGR in Army and Air Force, TAR in the Naval Reserve, and military FTS in the Marine Corps Reserve.

2. Air Guard AGR and MT are combined since positions can be filled by either status personnel.

Sources: Individual reserve components and Office of the Assistant Secretary of Defense for Reserve Affairs.

Data as of September 30, 1988.

Growth of the Selected Reserve

Since 1984, the Selected Reserve has experienced substantial growth both in numbers of personnel and in numbers of units. Table 14 compares the growth of the Selected Reserve with the growth in the FTS program and shows ratios between the two. As noted earlier, the FTS program has not grown to required levels.

Table 14
GROWTH OF FULL-TIME SUPPORT AND THE SELECTED RESERVE
(In Thousands)

	FY 1981	FY 1983	FY 1985	FY 1987	FY 1988	% Change FY81-FY88
Army National Guard						
Full-Time Support	31.2	34.4	47.9	54.2	54.5	74.7%
Selected Reserve	389.0	344.5	440.0	451.9	455.2	17.0%
FTS:SELRES Ratio	1:12.5	1:10.0	1:9.2	1:8.3	1:8.4	
Army Reserve						
Full-Time Support	9.0	10.9	26.4	25.4	28.6	217.8%
Selected Reserve	232.0	217.0	292.1	315.6	312.8	34.8%
FTS:SELRES Ratio	1:25.8	1:19.9	1:11.1	1:12.5	1:10.9	
Naval Reserve						
Full-Time Support	NA	21.6	25.3	31.3	32.5	50.5%[1]
Selected Reserve	98.0	109.1	129.8	148.1	149.5	52.6%
FTS:SELRES Ratio	—	1:5.1	1:5.1	1:4.7	1:4.6	
Marine Corps Reserve						
Full-Time Support	5.3	5.7	6.5	7.4	7.7	45.3%
Selected Reserve	37.3	37.2	41.6	42.3	43.6	16.9%
FTS:SELRES Ratio	1:7.0	1:6.5	1:6.4	1:5.7	1:5.7	
Air National Guard						
Full-Time Support	24.1	25.7	31.7	33.9	33.6	39.4%
Selected Reserve	98.3	102.2	109.4	114.6	115.2	17.2%
FTS:SELRES Ratio	1:4.1	1:4.0	1:3.5	1:3.4	1:3.4	
Air Force Reserve						
Full-Time Support	6.8	8.0	14.1	14.8	15.4	126.5%
Selected Reserve	62.3	46.4	75.2	80.4	82.1	31.8%
FTS:SELRES Ratio	1:9.2	1:5.8	1:5.3	1:5.4	1:5.3	
DoD Total						
Full-Time Support	76.4	106.3	151.9	167.0	172.3	125.5%
Selected Reserve	916.9	856.2	1088.1	1150.9	1158.4	26.3%
FTS:SELRES Ratio	1:12.0	1:8.1	1:7.2	1:6.9	1:6.7	
Coast Guard Reserve						
Full-Time Support	0.8	0.7	0.7	0.7	0.7	−12.5%
Selected Reserve	11.9	12.0	12.6	13.3	12.1	1.7%
FTS:SELRES Ratio	1:14.9	1:17.1	1:18.0	1:19.0	1:17.3	
Total						
Full-Time Support	77.2	107.0	152.6	167.7	173.0	124.1%
Selected Reserve	928.8	868.2	1100.7	1164.2	1170.5	26.0%
FTS:SELRES Ratio	1:12.0	1:8.1	1:7.3	1:6.9	1:6.8	

Note: 1. Naval Reserve Full-Time Support compared to 1983 data.
Sources: Office of the Assistant Secretary of Defense for Reserve Affairs, and the reserve components.

Data as of September 30, 1988.

Incentive Programs

Incentive programs for the Selected Reserve are a major factor in attracting better qualified and motivated personnel to fill reserve component manpower requirements. Incentives help to fill critical MOS shortages and other hard to fill positions. Two major types of incentive programs are listed below. Incentives for reserve component members in the medical professions are discussed in the Medical Chapter.

- Montgomery GI Bill. Offers up to $140 per month to members of the Selected Reserve, who do not have a college degree, to attend college.
- Bonus Program. Offers a cash bonus to eligible persons who agree to enlist or reenlist in the Selected Reserve, or affiliate in the Individual Mobilization Augmentee program or the Individual Ready Reserve. There are a variety of bonus programs for the National Guard and Reserve.

Each of the components also offers other incentives tailored to their particular needs. Without these incentives, the components could not achieve recruiting and retention goals. The Coast Guard Reserve offers only the Montgomery GI Bill.

The Montgomery GI Bill is a major program supporting reserve component recruiting and retention. For the National Guard and Reserve, it is a non-contributory, general entitlement program. Reserve component personnel become eligible for education benefits after obtaining a high school diploma, or its equivalent, and completing initial active duty for training. They are also required to enlist or agree to serve in the Selected Reserve for six years. Participants who remain members of the Selected Reserve have up to 10 years after becoming eligible for the assistance to use the full entitlement.

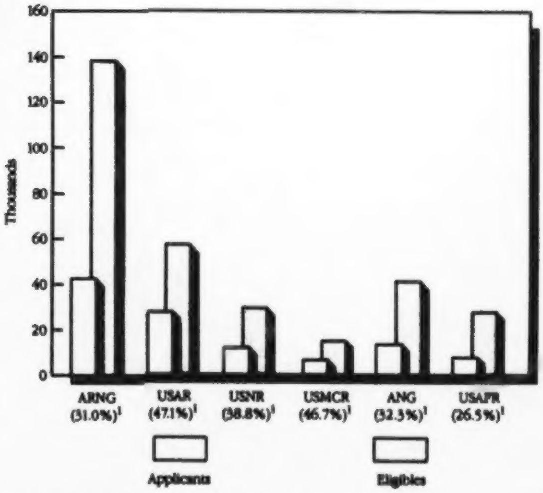
Montgomery GI Bill benefits are payable for up to 36 months of education at the rate of $140, $105, $70, and $35 per month for full-time, three-quarter-time, half-time, and less than half-time study respectively. The maximum benefits that can be paid are $5,040. Funded study must be at an approved institution of higher learning and is basically for a baccalaureate degree. The Board supports amending the law to provide benefits for reserve component members attending trade or vocational schools.

Participation in the Montgomery GI Bill has shown steady growth since its inception in July 1985. The six-year commitment required of Montgomery GI Bill participants provides for personnel stability which enhances mobilization readiness.

91

Table 15 compares the number of reserve component personnel eligible and the number who have applied for entitlements under the Montgomery GI Bill. Approximately 29 percent of the 3100 eligible in the Coast Guard Reserve applied to use the entitlements.

Table 15
DOD MONTGOMERY GI BILL USAGE
FY 1988



Note: 1. Applicants as percentage of eligibles. Eligibles include all of those currently eligible to participate in the program rather than just those who became eligible in FY 1988.

Source: Office of the Assistant Secretary of Defense for Reserve Affairs.
Data as of September 30, 1988.

Recruiters

Each of the components has a recruiting force to support their Selected Reserve program. Table 16 provides information on the numbers of personnel authorized and assigned to recruiting programs, their annual average accessions, and the approximate recruiting cost per accession. These costs generally include all Operations and Maintenance funding (travel, communications, office space, civilian salaries), military salaries, and advertising costs.

The Marine Corps active component recruiting force must recruit approximately 8,200 nonprior service personnel for the Reserve each fiscal year.

The Coast Guard's active and reserve component recruiting programs and resources are integrated. The Reserve Training Program funds approximately 20 percent of the Coast Guard's recruiting force.

As with incentive programs, the recruiting forces play a vital role in providing high quality, motivated personnel to their respective components.

Table 16
RESERVE COMPONENT RECRUITERS AND ANNUAL AVERAGE ACCESSIONS
FY 1988

	Recruiters Authorized	Recruiters[1] Assigned	Annual Average Accessions[2]	$ Cost per Accession
Army National Guard	2445	3718 (2444)	30.9	$2,488
Army Reserve	1970	1901 (1733)	40.0	$2,290
Naval Reserve	1700	1558 (1083)	32.7	$1,889
Marine Corps Reserve	229	229 (109)	42.0	$1,538
Air National Guard	419	405 (355)	27.6	$1,779
Air Force Reserve	321	322 (259)	57.1	$1,336
Total DoD	7084	8133 (5391)	38.4	$1,887
Coast Guard Reserve	53	53 (44)	31.6	$1,400
Total	7137	8186 (5435)	37.4	$1,817

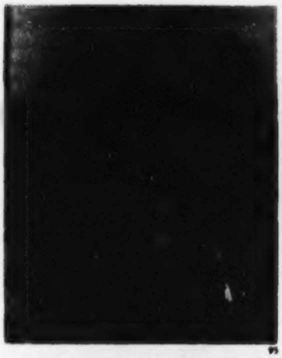
Notes: 1. Numbers in parentheses indicate production recruiters. Others are in support.
2. Production recruiters only.

Source: Individual reserve components.

Data as of September 30, 1988.

93

94



95

96

Table 17 shows the numbers of accessions into the reserve components during FY 1988. Only the Marine Corps Reserve and the Coast Guard Reserve met their enlistment objectives for FY 1988. Overall, the reserve components met 94.2 percent of their goal for enlisted personnel.

Table 17
RESERVE COMPONENT PERSONNEL ACCESSIONS
FY 1988

	Officer		Enlisted				
	Prior Service	Non-Prior Service	Prior Service	Non-Prior Service	Enlisted Objective	Enlisted Accessions	Total Accessions
Army National Guard	6100	179	38201	37406	81600	75607	81886
Army Reserve	9479	262	45740	30249	77600	75989	85730
Naval Reserve	7497	0	22303	7807	34200	30110	37607
Marine Corps Reserve	977	0	4338	8402	12500	12740	13717
Air National Guard	1098	78	7400	3832	12700	11232	12408
Air Force Reserve	1576	179	10391	2898	13900	13289	15044
Total	26727	698	128573	90594	232500	218967	246392
Total DoD	27425		218697		232500	218967	246392
Coast Guard Reserve	74	0	490	826	1500	1316	1390
Total RC	27499		220283		233800	220283	247782

Source: Office of the Assistant Secretary of Defense for Reserve Affairs.

Data as of September 30, 1988

Reenlistment and Retention

People, particularly trained people, are the reserve components' most important asset. Excessive attrition of reserve component personnel is a serious problem. The loss of experienced personnel reduces unit readiness. Replacement training is time consuming and costly. Therefore, retention of personnel must receive continuous command attention at all levels. The Assistant Secretary of Defense for Reserve Affairs has convened a task force to address attrition problems and will develop appropriate policies and guidance to help reduce attrition levels.

The reenlistment goals and rates for the reserve components are shown in Table 18. For those with goals, the table shows that four of the components met first term retention goals and four met career retention goals. Goals are based on missions assigned. There is no requirement for all components to have equal objectives.

Table 18
ENLISTED PERSONNEL REENLISTMENT RATES
(In percent)

	Actual FY 87		Goal FY 88		Actual FY 88	
Component	FT	CAR	FT	CAR	FT	CAR
Army National Guard	80	68	80	70	76	70
Army Reserve	65	83	60	80	60	78
Naval Reserve[1]	81	89			80	89
Marine Corps Reserve	75	74	77	75	78	74
Air National Guard	82	96	90	90	88	92
Air Force Reserve	81	88	80	85	87	92
Coast Guard Reserve	78	87	79	88	80	88

FT = First Term CAR = Career Personnel

Note: 1. The Naval Reserve does not establish percentage goals but attempts to retain enough qualified personnel to achieve an overall personnel status to undertake the bulk of the wartime mission for which a unit is organized or designed.

Source: Individual reserve components.

Data as of September 30, 1988.

Personnel turnover in the reserve components has many reasons. Some losses from a particular component may not be losses to the total force because of transfers from one reserve component to another, or to an active component. Other personnel resign, reach retirement, voluntarily transfer to the Individual Ready Reserve, or complete their obligated term of service.

Among the reasons for unprogrammed personnel losses are unfulfilled expectations, lack of meaningful training, family conflicts, pay problems, school conflict, and job conflict. Effective leadership can eliminate some of these reasons.

Commanders are responsible for the effectiveness of their unit's attrition management and retention programs. Supervisors should assist the commander by insuring that each person is made to feel like a key part of the unit, remains challenged, receives appropriate training, and contributes to the unit mission.

Palace Chase Program

The Palace Chase Program is a strength management program that has proven successful for the Air Force. This program provides a means for personnel to leave the active component by serving additional time in the Air National Guard or Air Force Reserve. Certain critical skills are exempted from this program. The following requirements apply.

- Line officers who have completed at least two-thirds of their total active duty service commitment are eligible for the program. Enlisted personnel must have completed at least 18 months in service and must be at least to a specialist level in their assigned skill.
- Applicants must be assigned to the United States, Guam, or the Virgin Islands and be in a position that can be vacated early without reducing mission capability.
- An enlisted member requesting release from active duty must agree to serve in the Air National Guard or Air Force Reserve for twice the amount of time remaining on their active duty commitment. Officers must agree to serve triple the time remaining on their active duty commitment.
- The contractual obligation incurred by early release from active duty is strictly enforced. Failure to comply with the participation and performance requirements of National Guard or Reserve membership can result in demotion and return to extended active duty for the period of the waived active duty service.

Palace Chase assists the Air Force in selectively reducing strength by specialty code and grade, and provides a cost-effective source of trained personnel for the reserve components. This is an excellent program with proven results. It is worthy of serious consideration by the other components.

The Board recommends that the other services study the Air Force's Palace Chase Program for possible application to their reserve components to enhance personnel strength.

Individual Mobilization Augmentees

Individual mobilization augmentees (IMA) are trained individuals who will augment, upon mobilization, various active component organizations, the Selective Service System and the Federal Emergency Management Agency. As a member of the Selected Reserve, an IMA is subject to involuntary call to active duty by the President under 10 USC 673b. The National Guard does not have IMAs.

IMAs are trained during peacetime to do their wartime jobs. The IMA program has a direct, positive impact on mobilization preparedness. Most IMAs are eligible for additional professional development and education opportunities to include attendance at intermediate and senior service schools. There may be qualified personnel in the IRR who would be willing to serve in their specialty if made aware of IMA opportunities. Such opportunities should be widely advertised. The Board has recommended, and continues to recommend, that IMA authorizations be expanded and that Congress provide increased funding as required.

Table 19 shows the numbers of IMAs in each service at the end of FY 1988.

Table 19
INDIVIDUAL MOBILIZATION AUGMENTEE POSITIONS
FY 1988

	FY 1988		Projected FY 1989	
	Officers	Enlisted	Officers	Enlisted
Army Reserve				
Identified	13424	3860	13424	3860
Authorized	11304	3376	11297	3374
Funded	6320	1810	5925	1485
Filled	8816	3110	9000	2660
Naval Reserve				
Identified	628	44	612	44
Authorized	628	44	612	44
Funded	628	44	612	44
Filled	226	22	281	2910
Marine Corps Reserve				
Identified	1164	1473	1164	1473
Authorized	1164	1473	1164	1473
Funded	836	512	795	505
Filled	836	512	795	505
Air Force Reserve				
Identified	9899	9074	9512	8996
Authorized	9899	9074	9512	8996
Funded	7522	5178	7990	5240
Filled	7578	4898	7990	5240
Coast Guard Reserve				
Identified	22	0	43	0
Authorized	22	0	43	0
Funded	22	0	33	0
Filled	11	0	33	0

Source: Individual reserve components.

Data as of September 30, 1988.

In FY 1987, the Chief of the Air Force Reserve formed a task force to evaluate and develop recommendations to improve the IMA program. The task force determined that although the Air Force IMA program is making a significant contribution to the active Air Force, several recommendations were appropriate.

- The task force recommended establishing a special staff office at the Air Reserve Personnel Center (ARPC) to serve as a "focal point" for IMA management. This office would assist in developing policy, analyzing authorizations and funding, gathering data, and disseminating information on IMA programs.
- The task force also found that there is no central system to identify or use civilian skills of IMAs when making assignment decisions. Many IMAs possess unique and sometimes hard-to-find skills that could be used by the Air Force during emergencies or wartime. A civilian skills data bank is being developed at ARPC to help solve the problem. System design has been completed and is being tested.
- A major finding of the task force concerned mobilization notifications. IMAs are required to report for duty within 24 hours. Many would have to travel great distances by commercial air, without orders, at their own expense. Current directives require a notification using Western Union Mailgrams. The task force concluded that the Air Force would not be able to notify their IMAs through mailgrams, in the event of full mobilization, until the Army had finished their notifications. The projected delay could be 10 days. To correct these deficiencies, the task force suggested that IMAs be given mobilization orders and travel vouchers that could be activated upon mobilization. Further, regulations should be changed to require phone notification on mobilization day. The use of mailgrams would be eliminated.

Following a review of the task force recommendation and findings, a special staff office was established in February 1988. The civilian skills bank test program for colonels and above has been completed and data is being gathered for the remaining IMAs. The proposed change from the use of mailgrams is being coordinated.

101

[illegible]

The IMA Oversight Committee, comprised of active component members, is an Air Force IMA management tool. In FY 1988, while directly involved with the task force, this committee conducted an important review of Air Force joint mobilization augmentation IMA requirements and sourcing for the Joint Staff, unified commands, and other external agencies. The committee developed the Reserve Management Vacancy System to track IMA vacancies and distribute information on these to worldwide commands. It also has prepared a long range plan for the IMA program.

The Board commends the Air Force for its efforts to improve the IMA program. Other components should review the recommendation and findings of the task force for possible application to their IMA programs.

ROTC Graduate Accessions

The Army plans to assign approximately 3,300 (40 percent) of its annual Reserve Officer Training Corps (ROTC) graduates directly to National Guard and Reserve units. When assigned, they should be fully prepared for Selected Reserve duty through their ROTC training and a resident 12–17 week basic officer course for their branch or specialty. A significant number of these graduates also have prior active duty enlisted service. Others transferring from the active component provide valuable experience to reserve component units.

The Naval Reserve does not access ROTC graduates directly into the reserve. ROTC personnel commence active component duty before the end of the year in which they graduate. There are no plans to assign ROTC personnel directly into the Naval Reserve because of the need for all graduates in the active component.

The Air National Guard accepted AFROTC graduates directly into some positions. Lack of experience was not a detriment. A balance of nonprior and prior service accessions is desirable.

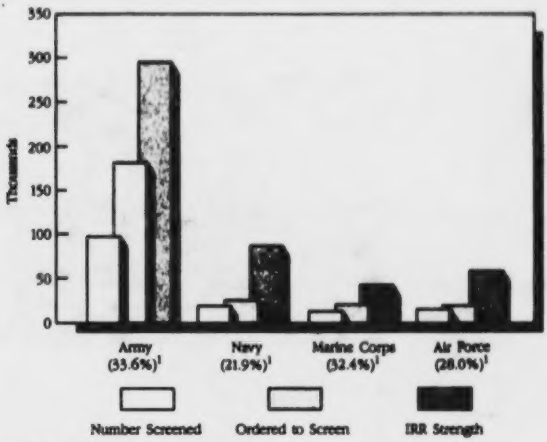
The Air Force Reserve was successful in placing 155 out of 301 graduates from 1987 who applied for assignment. As of August 1988, eight out of eight of the 1988 graduates were placed. There has been no appreciable impact on combat effectiveness.

Screening of the Individual Ready Reserve

The services continued the screening of the Individual Ready Reserve in FY 1988 with excellent results. The screening provides an opportunity to meet individual members, verify physical status, determine skills degradation, and update records. It also serves as a means to inform individual reservists of their remaining military obligation and about the opportunities to participate in unit and IMA programs. The numbers interested in joining unit or IMA programs range from 40 percent (unit or IMA) to 11.8 percent (unit only) and 5.5 percent (IMA only).

Table 20 shows, by service, the IRR strength, the number ordered to screen, the number screened, and the percentage of the IRR screened in FY 1988. Cumulative screening in the Department of Defense was 30.8 percent.

Table 20
DOD INDIVIDUAL READY RESERVE SCREENING



Note: 1. Percent of IRR screened in FY 1988.

Source: Office of the Assistant Secretary of Defense for Reserve Affairs.

Data as of September 30, 1988.

105

The IRR screenings have demonstrated that IRR members are ready, willing, and able to serve should there be a need to mobilize. Over 95 percent of those screened met medical standards with the remainder possibly needing medical follow-up.

The Coast Guard Reserve is not resourced to conduct an annual muster of its IRR. It does conduct a random, biennial telephone survey. It also screens the entire IRR annually through a mailed questionnaire.

Incapacitation Pay

On September 29, 1988, the President signed the Authorization Bill which included revised rules on incapacitation pay for reserve component members. Previously, reserve component personnel had to demonstrate a loss of civilian income in order to receive compensation (up to the amount of military pay and allowances) when injured, or otherwise incapacitated, while on military duty. This rule disenfranchised members who could not demonstrate a loss of civilian income because they did not have any. Examples include students, housewives, and the marginally employed.

The new rule entitles a member who is physically disabled in the line of duty from injury, illness, or disease to receive military pay and allowances. Loss of civilian income need not be proven. The amount of incapacitation pay is reduced, however, if a member receives earned income from nonmilitary employment, including an income protection plan, vacation pay, or sick pay.

Additionally, a member who can perform a military but not the civilian job may still be compensated by demonstrating a loss of earned income from the civilian job. Under the new rules, eligibility to receive incapacitation pay will be tied to a member's ability to perform military duties. The maximum amount payable is equal to military pay and allowances.

The new rules will apply to injuries or illnesses occurring on military training on or after September 29, 1988.

106

Women in the Reserve Components

Since 1981, the number of women serving in the Selected Reserve has increased 75 percent. The number of women in the Individual Ready Reserve and Inactive National Guard has grown 198 percent in the same period. Women now comprise 11.8 percent of the Selected Reserve and 13.5 percent of the Individual Ready Reserve. There is 10.4 percent in the active components.

Combat exclusion policies of the services define career fields to which women cannot be assigned. Other than those exclusions, women in the reserve components are assigned on an equitable basis with men who possess similar skills and qualifications.

In January 1988, the Secretary of the Navy redefined "combat mission" to allow women to serve on fleet oilers, ammunition ships, and combat stores ships. Women will start serving on these ships when new berthing configurations are completed. Several readiness region and reserve center command billets were also opened to women during the year.

The Marine Corps Reserve permits women to be assigned to any Selected Marine Corps Reserve unit that has a billet requirement for the individual's specialty. Women drilling with Reserve combat units will report to preidentified, noncombat units in the event of mobilization.

In FY 1988, over 6,000 billets were opened up to women in civil engineering and mobile aerial port squadrons within the Air National Guard and Air Force Reserve.

107

It is the policy of the Commandant of the Coast Guard that all female service members be accorded the same career opportunities and responsibilities as male members, limited only by a unit's ability to provide separate berthing and hygiene facilities. Coast Guard cutters and patrol boats are considered combat units. Women are assigned to cutters. They routinely carry out a variety of afloat duties, including law enforcement and drug interdiction.

More than 24,000 positions have been opened to women in the services within the past year. Changes to assignment policies should provide greater opportunities and career challenges for women and enhance recruiting and retention in the active and reserve components.

Table 21 provides data on women officers and enlisted personnel in the Selected Reserve and the IRR for each of the reserve components for FY 1981 and FY 1988. Strength percentages in each of these categories is provided for comparative purposes. Differences between the reserve components may be due, in large part, to the nature of assigned missions and, therefore, positions which are open to women.

Table 21
WOMEN IN THE RESERVE COMPONENTS

			FY 1981	Percent of SELRES/IRR	FY 1989	Percent of SELRES/IRR
Army National Guard	Officer	SELRES	1653	4.3%	3066	6.4%
		ING	26	3.6%	61	7.6%
	Enlisted	SELRES	17776	5.1%	23718	5.8%
		ING	680	6.4%	590	7.2%
Army Reserve	Officer	SELRES	4354	11.5%	10557	17.4%
		IRR	3025	6.0%	7554	16.2%
	Enlisted	SELRES	30548	16.3%	49440	19.5%
		IRR	11691	7.2%	33322	15.5%
Naval Reserve	Officer	SELRES	651	3.8%	2904	10.4%
		IRR	1558	8.1%	1651	10.4%
	Enlisted	SELRES	4718	6.7%	16770	13.8%
		IRR	1940	2.4%	9569	13.8%
Marine Corps Reserve	Officer	SELRES	51	2.0%	199	4.4%
		IRR	136	3.8%	207	4.8%
	Enlisted	SELRES	968	2.8%	1643	4.1%
		IRR	595	1.2%	2179	5.7%
Air National Guard	Officer	SELRES	619	5.0%	1194	8.6%
		ING	0	0.0%	0	0.0%
	Enlisted	SELRES	8525	9.7%	15079	12.9%
		ING	40	32.0%	0	0.0%
Air Force Reserve	Officer	SELRES	1282	9.8%	2967	17.9%
		IRR	1139	11.7%	2307	21.6%
	Enlisted	SELRES	7516	15.5%	12016	18.5%
		IRR	1127	3.2%	8229	18.2%
DoD Total	Officer	SELRES	8610	7.1%	20647	12.2%
		IRR/ING	5884	7.0%	11780	15.0%
	Enlisted	SELRES	69851	9.0%	116666	11.8%
		IRR/ING	16023	4.8%	53669	15.2%
Coast Guard Reserve	Officer	SELRES	42	2.8%	96	6.2%
		IRR	22	1.7%	32	5.0%
	Enlisted	SELRES	796	7.7%	1252	11.5%
		IRR	241	3.5%	652	10.8%
Reserve Components Total	Officer	SELRES	8652	7.1%	20743	12.1%
		IRR/ING	5906	7.0%	11812	15.0%
	Enlisted	SELRES	70647	9.0%	117918	11.8%
		IRR/ING	16264	4.8%	54321	15.2%
Total Women		SELRES	79299	8.7%	138661	11.8%
		IRR/ING	22170	5.2%	66133	15.5%
		TOTAL	101469	7.6%	204794	12.5%

Source: Office of the Assistant Secretary of Defense for Reserve Affairs.

Data as of September 30, 1989.

Reserve Officer Personnel Management Act (ROPMA)

The Board is required by 10 USC 113(c)(3) to review Reserve Officer Personnel Act (ROPA) policies pertaining to appointment, retention, promotion, and retirement of officers in the reserve components. The passage of the Defense Officer Personnel Management Act (DOPMA) in 1981 for active component personnel, is being followed by a Reserve Officer Personnel Management Act (ROPMA) for the reserve components. The proposed ROPMA legislative package (DoD 100-25), submitted to Congress by the Department of Defense General Counsel on May 8, 1987, is a replacement for ROPA.

Among other things, ROPMA would:

- provide common statutes for all reserve components regarding appointment, promotion, separation, and retirement of reserve component officers.
- establish a visible, uniform, and improved officer personnel management system for reserve component officers not on the active duty list.
- provide the flexibility to be responsive to changing officer requirements.
- provide a balance between management objectives and equitable treatment of individual career expectations, including an attractive career progression for reserve component officers.

In January 1988, Congressman G. V. (Sonny) Montgomery introduced H. R. 3856, the proposed ROPMA legislation. It was referred to the Subcommittee on Military Personnel and Compensation of the House of Representatives. The first hearing on the proposed legislation was held on September 15, 1988. At that time, Subcommittee Chairwoman, the Honorable Beverly B. Byron stated:

. . . Over the last decade, . . . we have seen far greater integration of active and reserve fighting forces with more resources being committed to the Guard and Reserve because of their expanded role in our national defense. During that time, this subcommittee has been the prime mover in giving increased missions to the Guard and Reserve.

Along with the expanded mission of the reserve components comes expanded responsibility and the management discipline needed to bring about effective policy. Because of the very unique demands we make on our reservists, personnel management has developed in unique ways. . . .

Clearly, people are the most important ingredient of reserve force management. Our people resource must be managed wisely. It must be recruited, maintained, trained. Finally, it must be instantly available for integration with the active force. We can no longer afford artificial barriers which inhibit the employment of reserves. We have, during the last few years, overcome many of these barriers in force structure, and now we must turn this same attention to the personnel structure.

Our objective with ROPMA is to draft comprehensive legislation to do the following:

- ensure that personnel management supports readiness.
- ensure that policies are cost effective.
- bring about fair and equitable policies for our people that will attract, keep, train, and promote the best of our reservists.
- streamline reserve personnel management policies and, where possible, reduce both interservice and active/reserve component differences. . . .

110

111

The Board recommends that the ROPMA legislation (H. R. 3856) be expeditiously considered by the Congress and passed as submitted.

General and Flag Officer Accountability

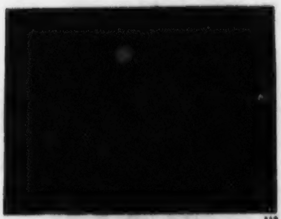
Certain general and flag officer active duty positions were created by Congress in order to permit self-administration by the reserve components. At present, these positions are counted against active component grade ceilings. National Guard and Reserve officers below general and flag rank are not counted against active component ceilings under the Defense Officer Personnel Management Act (DOPMA).

Since 1982 the Board has recommended that legislation be passed to exclude positions, which may be filled by National Guard/Reserve general or flag officers on active duty, from active component grade ceiling accountability. The Board reaffirms this position.

National Committee for Employer Support of the Guard and Reserve

The Veterans' Reemployment Rights (VRR) Law (Public Law 93-508, December 3, 1974, as amended by Public Law 94-286, May 14, 1976), gives reserve component members the right to take time off from their civilian jobs to participate in military training. This legislation, and the activities of the National Committee for Employer Support of the Guard and Reserve (NCESGR) concerning this law, are important to all reserve component members. NCESGR states:

> The Veterans' Reemployment Rights Statute (Chapter 43 of Part III, 38 United States Code) requires that other than temporary employees be excused from their civilian jobs to perform active or inactive military duty, whether voluntary or involuntary, and reinstated upon return from such duty to the same position or one of like pay, status, and seniority. The law sets no limit on the frequency and duration of reserve training. Also, employee-reservists may not be denied retention in employment, promotion, or any incident or advantage of employment because of military obligations.



118

119

Since July 1987, a VRR Interagency Task Force, formed at the direction of the Assistant Secretary of Labor for Veterans' Employment and Training, has been engaged in efforts to update and increase the effectiveness of the VRR law. As of September 1988, proposals advocated by the Defense and Labor Departments were being reviewed by senior officials of those agencies.

The Veterans' Benefits Improvement and Health-Care Authorization Act of 1986 (Public Law 99-576) amended provisions of Subsections 2021(b)(3) and 2024(g) of Title 38 to include nondiscrimination against National Guard or Reserve members in hiring.

114

The 55 State Committees of Employer Support of the Guard and Reserve continue to grow in size and effectiveness. There is increased involvement at the senior military level of all reserve components which greatly increases the value of state committees. They become an integral player in retention programs. There is a need for increased involvement at the lower command levels.

In an effort to improve overall effectiveness at the reserve component unit level, NCESGR has initiated a new program entitled "Mission One." The mission of this operation is to eventually place a knowledgeable ESGR volunteer at every National Guard and Reserve training location. It is projected that NCESGR's current volunteer strength of 3,500 will increase substantially.

The NCESGR Ombudsman Directorate provides advice and counsel concerning employer obligations as defined in the VRR and other pertinent laws and regulations. In addition, each state committee has trained ombudsmen to serve as liaisons at the unit level. They provide guidance and information assistance, and refer personnel to an appropriate agency.

NCESGR Ombudsmen received 6,194 inquiries in 1988. This is an increase from 5,448 in the previous year. Over half of the calls were for additional information about the VRR and other related laws. Fifteen percent of the questions concern specific requirements about time off for training.

Inquiries from military personnel decreased from 81 percent in 1987 to 75 percent in 1988. Calls from employers increased from 13 percent in 1987 to 21 percent in 1988. This is a positive trend and indicates that employers are becoming increasingly aware of their obligations to employees who are members of the reserve components.

The Board commends the excellent support of the National Guard and Reserve provided by the NCESGR Chairman, the Executive Director and staff, and the state committees.

119

Survey of the Selected Reserve

The first comprehensive survey of members of the 1.1 million member Selected Reserve was released in March 1988 by the Department of Defense. More than 52,000 enlisted personnel and 12,000 officers participated in the survey. The results provide a profile of members of the reserve components and reflect attitudes toward major features of service in the National Guard and Reserve.

A major purpose of the project, begun in 1985, was to produce empirical data to assist in developing policies that help recruiting and retention in the National Guard and Reserve. The information gained from the survey provides a better understanding of the needs, attitudes, and desires of members of the reserve forces.

Reports based on the 1986 reserve component Surveys are available from:

Defense Manpower Data Center
Survey and Market Analysis Division
1600 Wilson Boulevard, Suite 400
Arlington, Virginia 22209

In June 1988, the Department also released the results of a survey of spouses of National Guard and Reserve members. More than 32,000 spouses of personnel who participated in the member survey responded.

The results of the spouse survey provide a profile of reserve families as well as their knowledge of, and attitudes toward, major features of reserve component service. The findings are consistent with those of the member survey. Overall, these surveys demonstrate the need for continued attention to policies which recognize the importance of the family in decisions concerning National Guard and Reserve duty.

116

Resolutions of the Reserve Forces Policy Board

During its 1988 meetings, the Board adopted the resolutions on subjects indicated below. They were included in quarterly meeting reports that are sent to the House and Senate Armed Services Committee and the House and Senate Appropriations Committees which have oversight responsibility of the Board.

Budgetary Support for the United States Coast Guard

The Reserve Forces Policy Board (Board) is concerned about the lack of budgetary support given the United States Coast Guard and Coast Guard Reserve in Fiscal Year 1988 and the resulting adverse impact on this nation's war on drugs and national security. The Coast Guard, as part of the Department of

117

Transportation, has national security functions that are especially vulnerable as a result of budget cuts. The Coast Guard, the nation's smallest armed force, is an integral part of our national defense structure, both in terms of peacetime military readiness and as a bulwark to stem the flow of illegal drugs into this country. At a time of growing awareness of the drug threat facing the youth of our nation, it is unacceptable to disable one of the key agencies in the fight against drug smuggling. Lack of Coast Guard capabilities to secure our shores against illegal drugs, save lives, and protect the environment in peacetime also results in the inability to protect our ports and coastal waters in time of military threat.

The failure to provide the Coast Guard with the financial resources requested in the President's FY 1988 Budget has resulted in the real loss of four percent to the active service appropriations and twelve percent to the Reserve training appropriation. Losses of this magnitude cut into the muscle and bone of the Coast Guard's ability to conduct vital peacetime missions and to prepare for critical national defense efforts. The Board believes disproportionate reductions to the Coast Guard Reserve are unwise especially when Reserve training efforts are closely integrated with the active service's peacetime missions. The Board urges the Secretaries of Defense and Transportation join together with Congressional leadership to prevent further severe degradation to the Coast Guard's ability to conduct its vital missions.

Some FY 1988 funding was restored to the Coast Guard active component but not to the reserve component.

Minimum Grade Requirements for General and Flag Officers

The Reserve Forces Policy Board (Board) opposes proposals to repeal the minimum grade requirements for

118

109

the Chief of The National Guard Bureau (10 USC 3030(c)); Chief, Air Force Reserve (10 USC 8038(c)); Chief, Army Reserve (10 USC 3038(c)); and Military Executive of the Reserve Forces Policy Board (10 USC 175(a)(9)) currently provided in law. The intent of Congress in establishing minimum grades for those positions is clear. The Board recommends to the Secretary of Defense that those proposals be withdrawn from the legislative proposal relating to general and flag officers that was submitted to the 100th Congress on 21 April 1987 (DoD 100-9). The Board recommends that those positions not be included in active component general or flag officers allocations or grade ceiling accountability.

Sixth QRMC Proposed Changes to Reserve Retirement System

The Sixth Quadrennial Review of Military Compensation (6th QRMC) was organized to "conduct a complete review of the principles and concepts of the compensation system for members of the uniformed services" and to "report . . . options and recommendations for improving the current reserve compensation system."

Many of the recommendations will, if adopted, benefit members of the reserve components. Many of these will correct inequities in current laws and policies. Subject areas of some recommendations include:

- longevity credit for delayed entry program participants.
- timeliness of reserve pay.
- pay entitlement for reservists' travel time.
- reserve component incentive programs.
- educational assistance programs.
- allowances.
- civilian employment.
- health care, disability, and survivor benefits.
- non-pay benefits for retired reserve component personnel.

130

131

The Reserve Forces Policy Board (Board) has expressed its concern to the Secretary of Defense about two recommendations being made by the 6th QRMC.

First, the Board is unable to support the extensive changes in reserve component retirement proposed in the alternative retirement system being recommended by the 6th QRMC because:

a. Recent surveys of the reserve components indicate the current system is effective, is generally supported by the members of the reserve components and needs no changes.

b. The Board does not believe that promotion stagnation or an aging force is a problem in the reserve components, yet the alternative system appears developed on the basis of such allegations.

c. The Board believes the reserve components have in their personnel management systems the requisite flexibility to achieve and maintain their objective force profiles, yet the claim is made that the alternate retirement system would provide flexibility.

d. The Board believes the cost analysis of the alternate system inadequately considered the costs of recruiting and training replacements when earlier retirement is encouraged.

e. The Board believes that the current retirement system in the reserve components is cost effective and has been instrumental in providing a high quality force.

Second, the Board is opposed to the proposal of the 6th QRMC to eliminate the 15 retirement points that reserve component members currently receive for membership. The elimination of the 15 membership points represents an unjustified reduction in reserve component retirement compensation for a substantial number of reserve component members. The Board agrees with the proposal to increase the maximum retirement points that may be earned by reserve component members.

The views of the Board were considered but not adopted by the Secretary of Defense who approved the report of the 6th QRMC.

Assistant Secretary of Defense for Reserve Affairs

The Board, in 1983, supported the creation of the office of the Assistant Secretary of Defense for Reserve Affairs with authority to exercise statutory responsibility in the areas of reserve component manpower, logistics, budget, programs, force structure, procurement, personnel, legislation, administration, facilities, training, mobilization, readiness, liaison, and other related aspects of reserve component matters. It was the position of the Board then that such an office would provide an equal voice for the reserve components at the highest levels within the Department of Defense secretariat and provide direct access to the resource allocation councils. At its December 1988 meeting, the Board passed the following resolution.

> The Board reaffirms its long-standing view on the importance of the position of Assistant Secretary of Defense for Reserve Affairs (ASD/RA) and recommends to the Secretary of Defense that no change be made in the relation of the ASD/RA to the Secretary of Defense, the ASD/RA continue to report directly to the Secretary of Defense/Deputy Secretary of Defense, and the ASD/RA continue to be a member of the Defense Resources Board.

Other Issues

The Board, in previous years, has adopted formal positions on other personnel related issues. Those of continuing interest to the Board are:

Soldiers' and Sailors' Civil Relief Act of 1940 (As Amended)

This act provides, among other things, protection from eviction of dependents without a court order upon a service member's activation or mobilization for military duty. In today's economic environment, many reserve component members would suffer severe cuts in total income if mobilized. The nation's support of these individuals is needed.

The limitation on monthly rental was last updated in 1966, raising the amount from $80 to $150. Rental rates have greatly increased since then. In October 1986, the Board made a recommendation to the Assistant Secretary of Defense for Reserve Affairs that a legislative package be developed to amend the act to raise the monthly rent to a realistic level, with a provision for automatic adjustment so that frequent legislative updates will not be required. The matter was forwarded to the 6th QRMC for study.

The 6th QRMC recommended that the Soldiers' and Sailors' Civil Relief Act be amended to establish in the law that

134

the dependents of a member of a uniformed service on active duty may not be evicted from any premises occupied as a dwelling, without the permission of a court, as long as the agreed rent does not exceed an amount equal to the member's housing allowance (the member's basic allowance for quarters and the variable housing allowance).

The Board supports the recommendation of the 6th QRMC.

Survivors' Benefit Plan

The Survivors' Benefit Plan Amendment of 1985 has an impact on reserve component members. Under the revised plan, for example, the surviving spouse of a reserve component noncommissioned officer in pay grade E-7 would receive about $1,000 a year less than under the previous plan. National Guard and Reserve members previously eligible under the plan are grandfathered. The adverse impact was certainly not intentional. The Board urges that corrective legislation be enacted.

Summary and Recommendations

Success of the reserve components in attaining and maintaining desired personnel strength and unit readiness levels is partly attributable to the support provided by the Congress in funding the full-time support program and incentive programs. All components still have some personnel problems. Fully funded and flexible incentive programs, targeted recruiting, increased retention efforts, consideration for family and job concerns, and maximum use of drill time for training will assist in maintaining personnel goals.

The Board recommends:

- Congress authorize and fund significant annual increases for the Coast Guard Reserve in order to eliminate the 15,400 member shortage in mobilization strength and fund the full-time support force required by the Coast Guard Reserve.
- fund programmed growth in the full-time support programs.

135

- continue funding for incentive programs and that the Montgomery GI Bill be amended to provide benefits for attending trade or vocational schools.

- other services study the Air Force's Palace Chase program for possible application to their reserve components to enhance personnel strength.

- expand individual mobilization augmentee authorizations and that Congress provide increased funding as required.

- the Reserve Officer Personnel Management Act (ROPMA) be expeditiously considered by the Congress and passed as submitted.

- enactment of legislation to exclude certain positions filled by National Guard or Reserve general/flag officers from active component grade ceiling accountability.

- withdrawal of portions of DoD Legislative Proposal 100-9 that would eliminate general and flag officer grade requirements from certain statutory positions in armed forces.

- retention of the current retirement system of the reserve components versus the two tiered system recommended by the 6th QRMC.

- retention, rather than elimination, of the 15 retirement points for reserve membership as recommended by the 6th QRMC.

- increase the maximum retirement points that may be earned by reserve component members as recommended by the 6th QRMC.

- no change be made in the relation of the Assistant Secretary of Defense for Reserve Affairs (ASD/RA) to the Secretary of Defense, the ASD/RA continue to report directly to the Secretary of Defense/Deputy Secretary of Defense, and the ASD/RA continue to be a member of the Defense Resources Board.

- amend the Soldiers' and Sailors' Civil Relief Act of 1940 to establish in the law that the dependents of a member of a uniformed service on active duty may not be evicted from any premises occupied as a dwelling, without the permission of a court, as long as the agreed rent does not exceed an amount equal to the member's housing allowance (the member's basic allowance for quarters and the variable housing allowance).

- enact legislation to correct the unintended adverse impact on reserve component personnel which is caused by the Survivors' Benefit Plan Amendment of 1985.

Training and Mobilization 4

136

General

The primary peacetime mission of the reserve components is to train to be ready to execute assigned wartime missions upon mobilization. Under the Total Force Policy, accomplishment of this mission is vital to United States national security. Reserve component units must be prepared for the same combat missions as active component units. However, reserve component units are expected to attain this readiness in less than 20 percent of the time available to active component units.

The strategy for training of reserve component personnel must be to achieve a satisfactory level of competency prior to mobilization. It is not necessary to train, in all cases, to the levels required for active component forces. Where time is available, accelerated training programs may be utilized to bring reserve component personnel or units to required readiness levels during the mobilization process.

151

152

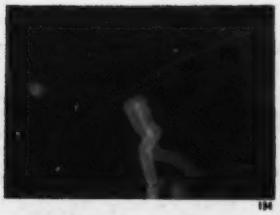
Service Training Initiatives

During FY 1988, an Army-wide task force developed a long term training strategy for the Army's reserve components. Entitled "Reserve Component Training Strategy", it includes a comprehensive statement of strategy and an action plan to strengthen reserve component training. Several key initiatives recommended by the task force have or will soon be implemented. However, full implementation will require increased resources to improve the overall training status of National Guard and Reserve units and individual members. Budget decisions for FY 1990 and 1991 have added $94.5 million and $105.8 million respectively. This resourcing will permit the Army to improve training, leader development, and individual skill qualification.

The initiatives are aimed at reorienting Army thinking about the reserve component training environment; increasing training, professional development, and readiness of junior officers and noncommissioned officers; enhancing training management and evaluation; enhancing collective training and individual skill development; and increasing mobilization training to improve Army mobilization preparedness.

The Army has initiated the JUMPSTART program in an effort to increase the effectiveness of its readiness groups. Readiness groups are located throughout the United States and assist National Guard and Reserve units in their training efforts. Under the program, captains and majors with at least two years of experience in active component troop units are assigned to

135



136

the readiness groups. The objective is to use the skills and experience of well-trained active component officers to improve the capabilities of reserve component units.

In FY 1988, the Army National Guard expanded the regional training concept to include additional maintenance sites and a medical training site at Camp Shelby, Mississippi. A High Technology Training Center has been established at Fort Dix, New Jersey. This center provides individual and team training utilizing state-of-the-art simulators and devices.

During the year the Army National Guard began using plastic ammunition. Actual cost savings on the ammunition are minimal. However, more training ranges and areas can be safely used, and larger caliber weapons can be fired without violating environmental restrictions. Additionally, weapons can be zeroed with plastic ammunition in an armory. A standard correlation factor can then be applied to individual weapons which will provide the actual battle sight zero without having to go to a remote, outdoor range. Additional testing of plastic ammunition will be completed in FY 1989. This development combined with the Marksmanship Center Program should improve marksmanship training in the Army National Guard.

The Army Reserve is testing a program, entitled "School House to the Soldier". Under this program, an Army Reserve Forces school joins a brigade undergoing annual training. The school conducts selected individual skill qualifications training for brigade personnel.

The Army Reserve is also testing a teleconferencing system called Reserve Component Instructional Information Management System (RIMS). RIMS integrates three systems—interactive televideo, audiographic, and computer-based teleconferencing. The Army Reserve is encouraged by initial testing and intends to conduct additional tests. This type of training can enhance readiness by increasing skill proficiency and reinforcing previous training. The Air Force Reserve intends to review the Army RIMS for possible use.

An important effort in the Naval Air Reserve has been to identify billet training requirements. Emphasis is being placed on determining reasons for skill degradation. Once specific training requirements have been identified, an

188

aggressive effort will be made to develop innovative training methods within budgetary constraints. The current method of training Naval Air Reservists is to use active component schools to ensure that contemporary technology is being taught to Selected Reservists.

A number of training programs were initiated in the Naval Surface Reserve Force in FY 1988. School curricula are being acquired from Chief of Naval Education and Training in support of the On Board Training (OBT) program. The OBT program is designed to provide refresher training in weak areas identified by pretesting, and to maintain previously acquired skills.

The Train The Trainer (TTT) program is an initiative that trains trainers at basic, intermediate, and advanced levels of Naval Reserve instruction. TTT courses provide information to improve the knowledge and performance of Naval Reserve leaders and managers.

The Naval Surface Reserve is planning to increase the quality of its training by sending two training assistance teams to readiness commands, readiness centers, and reserve centers to help solve training problems arising out of implementation of the Surface Reserve Training Program. The teams will begin their visits in early 1989.

The Air National Guard is installing its first Aerial Combat Maneuvering Instrumentation complex at Gulfport, Mississippi. This system provides the capability of monitoring air-to-air battles and allows for a comprehensive debriefing of aircrews.

The Air National Guard has signed an agreement with the Air Training Command establishing a policy for operation of joint maintenance training facilities. This will allow the Air National Guard to properly plan and manage maintenance training for their unique weapons systems.

During FY 1988, the Air Force Reserve began procuring small arms marksmanship simulators for classroom training. The system hones the tactical and marksmanship skills in a controlled environment by providing realistic shoot/no shoot scenarios. Immediate feedback is provided to the user. Simulator training should increase success rates when qualifying at the range.

The Coast Guard Reserve introduced the Shipboard Control and Navigation System in FY 1988. It is a modern shipboard simulator used to train deck officers in radar navigation, rapid radar plotting, docking, ship stability, and rules of the road. Preliminary results are impressive. In a two-week active duty period, 14 reservists were trained in officer of the deck duties. Five weeks

136

of underway training would have been required to accomplish the same task.

The Coast Guard Reserve also initiated a review of all resident training to develop alternate means of presentation. Training videotapes with accompanying workbooks are in production. They will serve as training outlines and document skill attainment.

Training Simulators and Devices

In a time of reduced budgets, the use of training simulators and device can be a cost effective means of increasing combat readiness in the reserve components. Limited training time and inaccessible training areas and ranges are two of the most significant training detractors in the reserve components. The use of training devices to complement training with actual equipment and weapon systems can help solve these problems. The use of training devices is particularly useful for improving individual skills. There has been some progress in recent years in equipping the reserve components with training simulators and devices.

Flight simulators are available for aircrew proficiency training in the Army National Guard and the Army Reserve. However, simulator shortages were reported in areas of ground training. Although the Army National Guard has identified a six-year (FY 1990-1995) requirement of over $310 million for training simulators and devices, funding constraints preclude development of a realistic plan to fill the requirement.

The Army believes that the use of interactive videodiscs (IVD) is an important training medium for the future. The Electronic Information Delivery System (EIDS) is the IVD system being purchased by the Army. It will be supplied to its reserve components. The system consists of a videodisc player, microprocessor subsystem, and a display subsystem which are compatible with a variety of off-the-shelf peripherals. Although 5,000 systems have been purchased, this does not begin to fill the requirements of the reserve components.

An even more pressing problem than the purchase of hardware is the

137

138

139

development of the software for reserve component courses. Presently, there are not enough courses available to allow EIDS to be widely used. The developmental process for EIDS and courseware linkup is moving so slowly that second generation EIDS is on the market while first generation systems have not been fielded. IVD has great potential for increasing individual skills. Development of reserve component courses, coupled with the immediate distribution of EIDS to the reserve components, would help eliminate military skill mismatch problems. The EIDS program is a cost-effective means of increasing the readiness of the Army reserve components through more efficent use of training time.

The Naval Air Reserve is generally satisfied with the status of its training device and simulator program. The Naval Surface Reserve is formulating requirements for training devices required to support Navy training plans. Additionally, courses are being developed for IVD training. Courses are planned for technical, mechanical, medical, administrative, and leadership training. IVD training will be substituted for simulators and other training devices to reduce costs and avoid obsolescence. IVD technology will permit training to be accomplished at reserve training centers in subject areas previously limited to hands-on training at gaining commands.

The Naval Reserve IVD program uses EIDS. The system is well suited to applications in computer-aided learning, simulation, and data storage. The Naval Surface Reserve is procuring 2,200 units via an Army EIDS contract. These systems will be placed in Naval Reserve centers around the country.

The Marine Corps reserve has sufficient funding available to meet identified requirements for training devices and simulators. The Marine Corps Reserve is acquiring an IVD tank trainer, gunnery training systems, and simulated marksmanship trainers.

Simulators are not available in sufficient numbers to support Air National Guard aircrew proficiency training. In many cases, fighter aircrews must train in out-of-date and/or limited capability simulators. C-130 aircrews must share five simulators for 22 units. C-5 and C-141 aircrews must travel to active component units for simulator training. This results in increased travel and per diem costs and, more importantly, the loss of limited training time.

The Air National Guard has distributed 430 IVD trainers. These trainers are well suited for almost any type of training requiring one-on-one or self-paced study. The Air National Guard intends to expand the use of these trainers.

Contracted training has significantly enhanced simulator capability in some areas for the Air Force Reserve. However, the Air Force Reserve is short of modern C-130 simulators. State-of-the-art C-130 weapon system trainers are needed to accomplish quality training. The Air Force Reserve now has a training device used by F-16 crews for air-to-air simulation and training.

The Air Force Reserve will field IVDs in FY 1989. This program will enhance the combat arms mechanical training requirement for eight different weapons. Further applications such as medical training, aircraft maintenance, and computer operations are being reviewed.

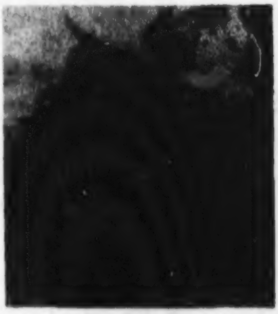
The Coast Guard Reserve does not own any training simulators, devices, or IVDs and has no plans to procure any. Training is accomplished with active component equipment and with Naval Reserve shipboard simulators for fire fighting and damage control training.

Training devices and simulators provide savings in overall equipment procurement costs, operating costs, and repair and replacement costs. The most critical training detractor is time to train. In order to take full advantage of time available to reserve component personnel, it is important to place as many training devices and simulators in armories and training centers as possible. This is a cost effective means of achieving and maintaining desired readiness levels.

The Board recommends that programs to provide the reserve components with training devices and simulators be fully funded.

Modularized Training

A major area of concern for the reserve components is providing their personnel with formal training and education in the limited time that the members are available. One solution to this problem is to use modularized training. This reduces lengthy courses to shorter periods of instruction that may be accomplished over several inactive or active duty periods. The courses provide initial skill and refresher training in occupational fields that normally require longer schools. The services have made considerable progress developing modularized training courses for use in the field.



[illegible]

141

142

The Army has fielded 240 modularized courses to date and expects to field an additional 318 courses by early FY 1990.

Under the Naval Reserve course modularization program, existing curricula are divided into modules to provide Selected Reserve personnel the opportunity to complete formal Navy skill qualification training, at Naval Education Training Command facilities, during periods of active duty for training and drill periods. Civilian resources are also being used to augment Naval Reserve training resources. Through FY 1988, the Naval Reserve has modularized nine courses and expects to expand the program to 14 by FY 1992.

The Marine Corps has 45 two-week courses designed specifically for Reserve participation.

Air Force programs center on two distinct areas—field training (maintenance-related activities) and support-related activities. The field training program tasks all field training detachments to develop and implement compressed courses to support the limited training time available to reserve component students. Where compression would be detrimental to education, modular instruction is being developed and implemented. Modular instruction is being applied to support related specialties to the greatest extent possible. Lengthy technical staff officer courses are also being modularized.

The Coast Guard is evaluating the possibility of creating modules of several long-term resident courses into two week segments to allow greater flexibility in scheduling reservists into formal courses.

Regional Training Programs

Some services are turning to regional training centers as a cost effective means to accomplish certain types of training. The use of regional training is efficient when the cost of individual systems cannot be justified for local training. Using regional training centers can also help ensure that training is current and consistent.

Regional training sites provide sustainment and transition training programs in specific military skills. This results in individual skill training and refresher training in skills that cannot be easily taught at the unit level. Regional training programs increase mobilization readiness by decreasing skill mismatch.

The Army reserve components have established regional training programs to support training in maintenance and medical occupational skills. Plans are to create 21 regional maintenance training sites. Of these, almost half will be operational by the end of FY 1989. The Army Reserve also provides five consolidated training facilities for training intelligence personnel in specific areas.

Seven regional medical training sites will provide individual and unit training on Deployable Medical Systems (DEPMEDS) for the reserve components. The first of these sites is operational at Camp Shelby, Mississippi.

The Naval Reserve has identified a need for 40 regional training sites, to be designated "Readiness Centers". Training areas of concentration will be assigned to each center. Examples of training areas of concentration are maintenance, engineering, medical, control of shipping, damage control, supply, amphibious operations, and security. The advantage of readiness centers is that scarce assets can be concentrated to provide economical training which will be superior to that received in smaller reserve centers. Eight readiness centers began operation in FY 1988. All 40 are scheduled to be in operation by the end of FY 1991.

Some Air National Guard and Air Force Reserve aircrew simulator training for the C-130 is accomplished at regional sites. Expensive aircrew training systems cannot be justified at each small unit. Additional regional aircrew training centers are being planned. Regional aircrew training centers to support new aircrew training systems for the C-141 and C-17 should be cost effective and provide maximum training with minimum lost time for travel.

Formal school training for Coast Guard Reserve members is generally combined with active component training at four training centers. Conducting combined, regional training of both reserve and active component personnel provides consistency and standardization, and promotes better integration of reservists into mobilization billets.

The other reserve components have not utilized regional training programs to any great extent. In most cases, training is accomplished at the unit of assignment or attachment.

Civilian Contract Training

In recent years, the Army National Guard and Army Reserve have contracted with local colleges and technical schools to provide some individual skill training. Savings in travel and per diem expenses mean that the cost for such training is about 50 percent less than equivalent training at Army schools. The Army Reserve is conducting test programs for civilian contract training in critical medical specialties.

145

146

145

Due to the diverse missions and composition of Naval Reserve units, local civilian training resources are sometimes required to supplement training. Civilian Augmented Training (CAT), implemented in FY 1988, is a Naval Reserve program which provides access to certain types of civilian training. First priority for CAT instruction is to enhance mobilization readiness. The two factors that make the program useful are cost advantage and availability. It may be less expensive to contract with a local facility than to export instructors temporarily to a site or to station them there permanently.

A computerized system has been developed that matches Naval Reserve training needs with related civilian educational programs. The system can be used to find programs at nearby schools, colleges, and hospitals that offer training needed to satisfy billet training requirements. It can also identify institutions that can provide instructors to teach existing Navy courses. For certain types of courses, civilian instructors are more available than military instructors. An example is the Reserve Allied Medical Program training which satisfies training requirements of 12 hospital corpsmen and one dental technician skill specialties for the Naval Reserve.

The Naval Air Reserve uses civilian contractors to train pilots for C-9, T-39, C-131, and C-20 aircraft. Additionally, about 55 percent of formal enlisted training at the squadron level, for F-14 transition training, is provided by contract civilian personnel.

The Marine Corps Reserve uses civilian contract instruction for the Vocational and Technical Education (VOTEC) program. The Marine Corps pays tuition and fees for a reservist to attend courses. In FY 1988, 135 reservists were enrolled in various courses. VOTEC courses primarily teach critical combat service support skills. Expansion of the program is desirable to improve skill match. Some factors that limit enrollment are availability of both courses and reservists, as well as convenient class schedules.

Civilian contract training is utilized by the Air National Guard for initial and refresher aircrew training in the C-12, C-130H, and T-43 aircraft. All KC-135 simulator training is conducted by civilian contractors.

The Air Force Air Training Command provides most of the skill training and initial flight training for the Air Force Reserve. The Air Force Reserve is currently exploring the feasibility of using civilian community colleges and vocational schools to augment existing Air Force technical courses. Availability and quality of training, and cost effectiveness will be the deciding factors.

There is no Coast Guard Reserve training by civilian contractors.

Civilian contract training programs can be a very cost effective method of increasing reserve component readiness. Skill qualification, and therefore mobilization readiness, is directly improved by making quality instruction more readily available to National Guard or Reserve personnel. Quality education serves as an incentive to recruiting and retention which results in overall savings in training costs. Members of the reserve components are also more exposed to the local community which can enhance the image of the reserve components and further help recruiting.

The Board recommends that reserve component use of civilian contract training be fully funded and expanded where appropriate.

Ammunition and Ordnance—Training Allowances

Realistic training increases morale, improves retention, and increases readiness. Nothing can replace the realism of actually firing live rounds downrange. Therefore, it is vitally important to ensure that sufficient live ammunition is available for training reserve component personnel.

The Army's reserve components shared equitably in an Army-wide shortage of DRAGON missiles. The shortage stems from a decision not to procure any additional DRAGON missiles pending the fielding of the Advanced Antitank Weapons System—Medium. The impact on readiness will be minor.

The Naval Reserve experienced numerous ordnance shortages in FY 1988. The shortages were experienced throughout the Navy. There were not enough MK-46 exercise torpedoes due to funding shortages at intermediate maintenance activities. This had a substantial negative impact on proficiency of aviation ordnance personnel and aircrews. Production problems caused shortages of MK-76 practice bombs and MK-23 impulse cartridges.

An ordnance related problem is that there is a Navy and Marine Corps-wide shortage of aerial targets for air-to-air missiles. Lack of sufficient aerial targets to support training with air launched missiles reduces readiness.

Marine Reserve aviation experienced training shortages of laser guided munitions, SHRIKE missiles, MK-76 practice bombs, and 2.75" white phosphorous rockets.

146

147

148

In FY 1988, Air National Guard training and readiness were adversely impacted by shortages of various types of bombs and three types of ammunition—20 millimeter, .38 caliber, and 5.56 caliber. Some training deployments were canceled due to lack of ammunition.

The Air Force Reserve also suffered some shortages of ordnance and ammunition. The shortages were shared with the active component. To ensure that training was not adversely affected, the Air Force authorized a reduction of war reserve munitions and ensured that each component received a fair share of existing stocks. The shortages have not yet affected readiness. However, continued funding shortages and production problems will adversely impact both training and readiness.

The Coast Guard Reserve did not have any ammunition shortages in FY 1988.

Training with live ordnance increases readiness by improving skill levels, and by improving retention through realistic, motivating training.

The Board recommends that sufficient levels of ordnance and ammunition for training be provided to the National Guard and Reserve.

Overseas Training

Overseas training provides excellent training for reserve component individuals and units by:

- exercising mobilization, deployment, and redeployment plans.
- increasing awareness of wartime mission requirements.
- tailoring peacetime training to wartime missions in actual wartime environments.
- enabling training to be conducted to gaining command standards.
- strengthening wartime command relationships.
- increasing readiness by providing realistic exercise scenarios.

Actions required to prepare for and execute an overseas training mission closely parallel those required for mobilization and deployment. Civic action and technical assistance to friendly nations, in conjunction with overseas deployment, supports foreign policy and increases United States stature abroad. Increased morale and retention in the reserve components are benefits of overseas training. Additionally, overseas training demonstrates, to allies and potential adversaries, the ability of the United States to execute its forward defense strategy.

Table 22 shows that the number of personnel training overseas in FY 1988 decreased by about 13 percent overall from FY 1987. Some of this decrease is because of reduced participation in Joint Staff exercises. Some may also be due to the biennial nature of certain exercises such as BRIGHT STAR. Additionally, budget constraints have mandated a reevaluation of overseas exercise requirements and the numbers of personnel required in units or cells deploying overseas for training. Unit or cell participation was, in some components, reduced because of funding constraints. The major additional cost is for transportation of personnel and equipment to an overseas area rather than to a training site in the United States. Military transportation provides aircrew training that must be accomplished in any event. The Board encourages continued scheduling and funding of current levels of overseas training.

Table 22
RESERVE COMPONENT OVERSEAS TRAINING

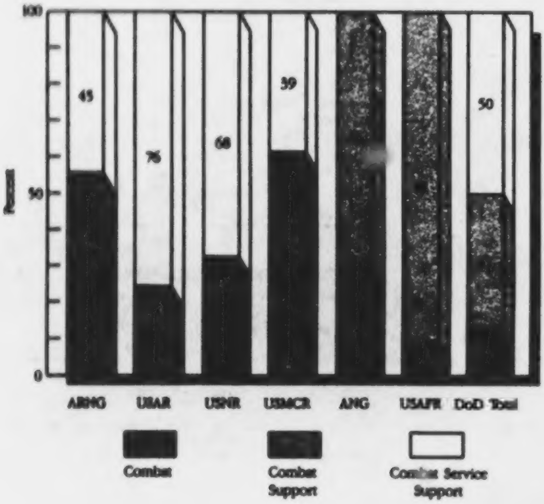
	ACTUAL							PROJECTED	
	FY 1981		FY 1987		FY 1988			FY 1989	
	Cells/ Units	Pers	Cells/ Units	Pers	Cells/ Units	Pers	Personnel Percent Change FY 1981-1988	Cells/ Units	Pers
Army National Guard	99	5785	1195	30014	1091	29310	406.7%	494	25251
Army Reserve	200	3500	2169	25518	1447	19175	447.9%	1308	20660
Naval Reserve	127	3422	228	9523	246	5467	59.8%	249	5280
Marine Corps Reserve	4	186	18	2580	28	1591	755.4%	28	1589
Air National Guard	0	0	563	10572	218	10674	+1000.0%	258	14760
Air Force Reserve	141	6951	670	15722	506	15796	127.9%	420	14575
Coast Guard Reserve	0	0	0	301	0	9	900.0%	0	288
Total	571	19824	4643	94230	3536	82022	313.8%	2757	82403

Source: Individual reserve components.

Data as of September 30, 1988.

Table 23 indicates the types of units deploying overseas for training in FY 1988.

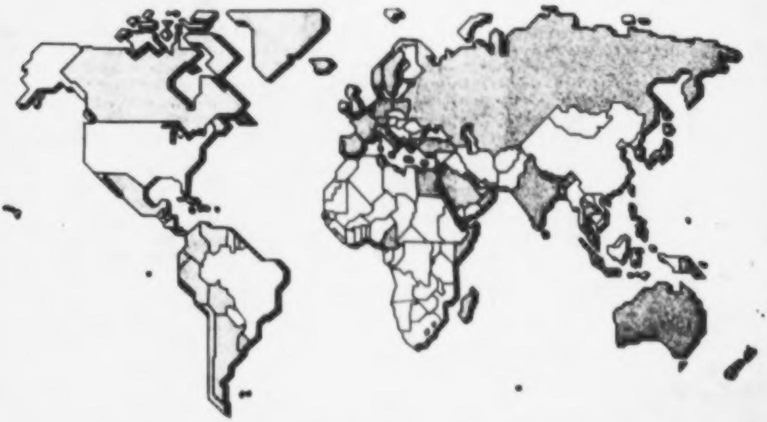
Table 23
TYPES OF RESERVE COMPONENT UNITS TRAINING OVERSEAS
FY 1988



Source: Individual reserve components.

Data as of September 30, 1988.

During FY 1988, overseas training was conducted by one or more reserve components in 96 overseas areas as well as over and on the world's oceans and seas. Countries, outside the United States, in which reserve component members trained are shaded on the following map and listed.



Antarctica
Antigua
& Barbuda
Argentina
Australia
Azores
Bahamas
Bahrain
Bangladesh
Barbados
Belgium
Bermuda
Bolivia
Brunei
Cameroon
Canada
Chile
Colombia
Comoros
Cook Islands
Costa Rica
Crete
Denmark
Diego Garcia
Djibouti
Dominica
Ecuador
Egypt
England
Fiji
France
German
Democratic
Republic
German
Federal
Republic
Greece
Greenland
Grenada
Guam
Guantanamo
Bay, Cuba
Guatemala
Honduras
Hong Kong
Iceland
India
Indonesia
Israel
Italy
Jamaica
Japan
Jordan
Kiribati
Kuwait
Madagascar
Malaysia
Maldives
Marshall Islands
Mauritius
Mexico
Micronesia
Nepal
Netherlands
New Zealand
Norway
Okinawa
Oman
Panama
Papua,
New Guinea
Peleliu
Peru
Philippines
Portugal
Puerto Rico
Saint Johns
Saint Kitts—
Nevis
Saint Lucia
Sardina
Saudi Arabia
Scotland
Seychelles
Singapore
Solomon Islands
Somalia
South Korea
Spain
Sri Lanka
Sweden
Thailand
Tokelau Islands
Tonga
Tunisia
Turkey
Tuvalu
Union of Soviet
Socialist
Republics
Uruguay
Vanuatu
Venezuela
Wake Island
Western Samoa

Reserve component participation in operational missions and in joint exercises, both overseas and in the United States provides realistic training and increases readiness. Wartime missions are executed with other components (active and reserve) and foreign militaries, just as would occur upon mobilization. Joint exercises train reserve components to face the challenges of extended and integrated battlefields within a combined environment. Virtually every facet of warfare was practiced and every weapons system exercised in numerous joint exercises during FY 1988.

Training With Wartime Commands

Frequent training with wartime gaining commands, whether overseas or in the United States, enhances a unit's ability to mobilize, deploy, and perform wartime missions. In many cases, equipment and expert instruction is most readily available at the gaining command. The gaining command becomes involved and interested in training the reserve component unit and ensures that training is directed toward the mobilization mission. Readiness is improved when reserve component members are able to train in the operations environment in which they are expected to fight. The extent that the reserve components currently train with gaining commands varies.

CAPSTONE is an Army program that aligns active and reserve component elements to meet wartime operational requirements. This allows the reserve components of the Army to increase mobilization readiness by focusing peacetime training on wartime missions. In FY 1988, approximately 55 percent of Army National Guard and Reserve battalions, separate companies, and detachments trained with their wartime gaining commands. That percentage only includes units which deployed for training with at least 50 percent of assigned personnel. In addition to those units, 2,229 cells deployed overseas to conduct wartime planning and training with their gaining commands.

The Naval Surface Reserve Force conducts approximately 55 percent of Selected Reserve training with wartime gaining commands. The Naval Air Reserve Force is composed of approximately one-third commissioned units (stand alone combat units with equipment) and two-thirds reinforcing/sustaining units. Reinforcing/sustaining units conduct about 50 percent of their training with wartime gaining commands.

Marine Corps Reserve ground units conduct about 13 percent of their training with wartime gaining commands. A substantial number of sorties flown by Marine Reserve aviation units are in support of active units.

119

Air National Guard and Air Force Reserve unit training is conducted directly with, or under the wartime tasking of, the gaining command. All flying units and many support elements participate in deployments and exercises that are controlled by wartime gaining commands.

Air National Guard and Air Force Reserve fighter and tactical airlift units deploy overseas to wartime theaters for training once every three years for a two-week period. Air refueling units also deploy every three years for annual training. Additionally, they deploy annually for one to two weeks to augment U.S. Air Force Europe, and Pacific Air Force air refueling requirements. U.S. Southern Command fighter and airlift requirements are fulfilled by the Air National Guard and Air Force Reserve. Reserve component strategic airlift aircrews regularly fly worldwide missions. Air National Guard combat communications and tactical air control units deploy for two-week periods, normally every three years, in support of Joint Staff and major command exercises in wartime theaters. The Air National Guard and Air Force Reserve are exploring ways to expand training in wartime theaters. Due to funding limitations, deployments now normally only involve about 25 percent of the personnel assigned to a deploying unit.

The Air Force Reserve trains some of its individual mobilization augmentees (IMA) in overseas gaining commands. IMAs must be prepared to assume operational missions. An example is the assignment of 15 security police IMAs to support the 377th Security Group at Ramstein Air Base in the Federal Republic of Germany. IMAs were on duty with that unit at the time of the disastrous air show accident there in August, 1988. Their professional training, both civilian and military, helped stabilize crowds and reduce suffering at Ramstein.

The entire Coast Guard Reserve training program is designed to augment active commands in peacetime. About 30 percent of the force regularly trains with their wartime gaining command while most of the remaining force train with active units that provide training experiences similar to those of wartime gaining commands.

153

154

Aviation Training

Reserve component aircrew proficiency training requirements are the same as active component requirements in all services except the Navy. Major factors affecting aircrew proficiency training for the National Guard and Reserve are availability of flight hours, aircraft, training areas, simulators, and additional flying time periods.

All reserve components, except the Naval Reserve and the Coast Guard Reserve, reported that sufficient flight hours were available to accomplish proficiency training and mission support goals in FY 1988. The Army National Guard's initial authorization was not sufficient because of budget limitations. However, this was rectified during a midyear budget review. Due to budget reduction requirements, the Coast Guard Reserve had insufficient flight hours allocated during the 1st and 2nd quarters. The FY 1988 Naval Reserve shortage was 29,000 flight hours valued at $29.8 million.

Aircraft availability in the reserve components was not a major problem in FY 1988. However, the Air National Guard did experience some nonavailability of KC-135 aircraft due to a depot level maintenance backup. The Naval Reserve experienced shortages in F/A-18 aircraft due to required engine modifications, and E-2C aircraft which were restricted due to wing cracks.

Army reserve components and Naval Reserve aviation units indicated that the availability of ranges and training areas was sufficient in FY 1988. Adequate facilities are not available locally to all Marine aviation units. Those units must deploy about once per quarter to locations with adequate training facilities to accomplish required training. This is expensive and adversely affects time available for training. This proximity problem was also experienced by the Air Force reserve components.

The Air National Guard operates 15 air-to-ground gunnery ranges that support the majority of units with air-to-ground missions. Most were constructed to accommodate ordnance delivery using simple delivery patterns. Due to size and environmental issues, these ranges are no longer adequate for modern tactical ordnance delivery methods. Environmental issues are also a stumbling block to obtaining required supersonic air-to-air combat airspace and low altitude airspace.

The Air National Guard has contracted for an independent study to assess current and future training area requirements. Based on projected requirements, the study will prioritize major expenditures at existing facilities and define the needs for additional ranges and areas.

Reserve component aviation is a vitally important part of the total force not only in the event of mobilization, but also for accomplishing operational missions in peacetime. Viable reserve component aviation programs enable the services to get the greatest return on investment in highly trained, valuable aircrew assets that chose to leave active duty.

Training the Individual Ready Reserve

Individual Ready Reserve (IRR) members have a military service obligation and may voluntarily participate in training for points and promotion with or without pay. The services have differing philosophies and policies for training IRR members. Funding levels mentioned in this section do not include costs associated with screening the IRR. The IRR screen is discussed in the Personnel Chapter of this report.

The Army offers three types of training designed to help IRR soldiers maintain proficiency in their military specialty—professional development training, readiness training, and exercises. Over 20,000 IRR training tours were completed in FY 1988. The goal for FY 1989 is over 27,000 tours. However, due to the reduced budget and required funding for active duty special work tours which are not training duty, sufficient funds are not available to meet the training goal. An additional $32.4 million is required. The lack of mobilization training funds reduces the readiness of the IRR and reduces their effectiveness upon mobilization.

The Navy paid for 2,228 IRR training tours in FY 1988. However, 764 applications for training duty were not processed due to lack of funding.

The Marine Corps spent $2.4 million in FY 1988 to train 1,434 members of the IRR. Training is conducted with the active component mainly through the reserve counterpart training program. A new program was initiated in FY 1988 that sent IRR Marines to a two-week small unit leader course. IRR members also participated in Selected Marine Corps Reserve exercises. IRR training for FY 1989 is budgeted at $1.73 million.

The Air Force position is that refresher training for all IRR members would divert limited reserve training

195

196

funds from more effective Selected Reserve training programs resulting in an overall reduction in readiness. An analysis is underway to define Air Force IRR refresher training requirements. When complete, appropriate programs will be implemented.

157

Due to budget constraints, the Coast Guard Reserve provides no funded training opportunities for IRR members.

The IRR is vitally important for rapidly filling trained manpower needs in the event of any major mobilization. IRR personnel should be trained to, and maintained at, reasonable skill levels to reduce training requirements upon mobilization.

Drug Interdiction—Impact on Training

The Posse Comitatus Act of 1878, and subsequent legislation, directly affects the extent to which military forces (including reserve components) can participate in law enforcement activities. The Posse Comitatus Act prohibits the use of federal military forces to perform internal police functions. The Act does not pertain to the Army and Air National Guard when they are in state status.

Public Law 97-86, passed in 1982, amended the Posse Comitatus Act. The law, as amended, now authorizes indirect military involvement such as equipment loan, personnel support, training, and sharing information. Indirect support must be incidental to a military mission, or provide substantially equivalent military training. Further, it cannot degrade combat readiness nor the capacity of the Department of Defense to fulfill its defense mission. The law does not limit the National Guard in state status (on state active duty or under Title 32 USC) from performing law enforcement functions authorized by the states concerned. The extent of drug interdiction activity varies considerably between the reserve components.

Army and Air National Guard units in 29 states participated in 370 missions

158

involving the crusade against illegal drugs in FY 1988. For the most part, these missions were accomplished incidental to training and required no additional funding. Additionally, the National Guard supported 26 requests from civil authorities for the loan or lease of unit equipment. Support included 3,694 flight hours flown and 3,478 mandays expended.

Joint National Guard and civilian law enforcement operations resulted in the eradication or confiscation of large amounts of marijuana plants, processed marijuana, cocaine, and other illegal drugs.

A one-month test was conducted in August 1988 to determine the effectiveness of using National Guard personnel with the Customs Service to combat drug smuggling. Guardsmen involved were trained military police who received additional training from the Customs Service. The federal government paid the additional cost for military personnel. The test was conducted in Florida, Texas, and Arizona. Approximately 100 National Guard personnel checked cargo moving by ship into Florida ports and truck-borne freight crossing the U.S. southern border. The test program was conducted with no significant problems. The involvement of National Guard in ground-based drug interdiction programs along the U.S./Mexican border may be the first time since the Mexican Revolution that U.S. military personnel have performed land border duty.

The FY 1989 National Defense Authorization and Appropriations Acts have assigned an enhanced drug interdiction and enforcement role to the National Guard. The Secretary of Defense may provide to the governor of a state, who submits an approved plan, sufficient pay and allowances and operation and maintenance funds to support that plan. The operations are to be conducted when Guardsmen are under the command and control of state authority and are serving in addition to annual training. A minimum of $40 million has been allotted by Congress.

199

The governors' plans have been developed in coordination with the various law enforcement agencies at the local and state levels and support operations that are planned by those agencies. The primary focus in FY 1989 will be the southern land and water border states where the greatest need has been identified.

The Army Reserve and Marine Corps Reserve were not involved in direct support for drug interdiction in FY 1988. The Army Reserve maintains that

the diversion of personnel and mission essential equipment to support a drug interdiction program would adversely impact unit readiness.

The Naval Reserve supported drug interdiction efforts with 27,823 mandays at a non-reimbursable cost of over $5.8 million. An increase of at least 10 percent in drug interdiction operations is anticipated in FY 1989. This is due to increased availability of E-2C aircraft, and helicopter support of Naval Reserve Force frigates involved in drug interdiction. Efficient use of training time is vital to maintaining readiness. The use of active duty and special duty for training allocations for drug interdiction operations provides minimal readiness enhancement for Naval Reservists. Drug interdiction operations provide minimal readiness training in warfare areas such as antisubmarine and antiair warfare which are the primary mission areas for Naval Reserve frigates, P-3s, SH-2s, and E-2s. The use of ships and aircraft on a not-to-interfere basis allows more flexibility and less damage to readiness. There was no adverse impact on mobilization readiness resulting from the level of drug interdiction activities in FY 1988.

The Air Force Reserve conducted four drug interdiction missions in support of civilian law enforcement officials. All missions were compatible with scheduled training requirements and the Air Force Reserve absorbed the $27,500 cost.

The Coast Guard Reserve's primary means of training is augmenting active duty commands with Reserve personnel. Since the Coast Guard is a major drug interdiction agency, reservists are very much involved in the effort. Reservists contribute directly by performing such duties as port security, surface interdiction, investigations, boardings, and surveillance. Reservists contribute indirectly by temporarily replacing active duty personnel who can then conduct drug enforcement activities. In either case, the reservists are receiving valuable training in their mobilization billets and mobilization readiness is increased.

The Board believes that the reserve components should continue to be used in the crusade against illegal drugs, if adequately funded, to the extent that their support coincides with appropriate training and does not degrade unit training and readiness.

Nuclear, Biological, Chemical Training

An adequate level of nuclear, biological, and chemical (NBC) training is necessary for a high state of readiness and to prevent many unnecessary casualties in any future major conflict. The reserve components must be well trained in NBC defense prior to mobilization. To send undertrained troops into a hostile NBC environment is not acceptable. Upon mobilization, unprepared units would have to be trained in NBC defense to make them fully combat ready. This could delay deployment and result in losses on the battlefield.

The NBC training status of Army reserve component units lags that of the active component. There are two major inhibitors to the conduct of individual NBC defensive training. The most critical is training time. The myriad of tasks required of units conflict with the requirement for training in mission essential tasks while in protective equipment, and with the maintenance of individual NBC protective skills. The second inhibitor is an inadequate understanding of the chemical threat and the training techniques required to train soldiers to perform their missions in an NBC environment.

Approximately 72 percent of the Army's chemical units are in the Army reserve components. The majority of these units have had major personnel changes within the past few years. The personnel turmoil resulted both from unit activations, where personnel need to be acquired and trained in their new specialty, and from the conversion of all enlisted chemical personnel to one specialty which requires additional training.

Several continuing programs should help to raise the overall status of NBC training in the Army reserve components. Generally, these parallel efforts in the active component to improve training. A new NBC training regulation, which emphasizes training to perform unit missions in a NBC environment, is being disseminated.

Emphasis is being directed to improving the reserve forces school system to enhance the quality of NBC training. Fielding of new training devices should enable commanders and trainers to present a more realistic depiction of the NBC battlefield to their soldiers.

The Naval Reserve trains Selected Reservists in NBC defense at both active facilities and Naval Reserve readiness centers. The ultimate goal is to merge both active and reserve training plans to produce a total Navy document that will increase NBC training effectiveness.

Training in NBC defense in the Marine Corps Reserve is regularly incorporated into field exercises and individual skill testing. Additionally, a mobile training team is available to provide units with a comprehensive NBC package during their drill periods. Training is inhibited by limited availability at drill sites of chemical protective suits. This, in part, is due to insufficient storage facilities. Shortages of chemical protective boots and gloves exist throughout the Marine Corps. Training for some units is also restricted by the limited number of qualified NBC training personnel. Steps are being taken to resolve this problem. However, about seven weeks of formal school training is required to qualify for the NBC specialty.

The only inhibitor to NBC training in the Air National Guard is a shortage of protective masks. This problem should be alleviated with the receipt of 25,000 additional masks during FY 1989.

The Air Force Reserve also has a shortage of NBC training equipment. This shortage should be alleviated in 1989. Failure to receive all of the NBC equipment which has been ordered will affect the ability of personnel to operate and survive in combat. Currently, training is being conducted with equipment drawn from war stocks.

The Coast Guard Reserve does not generally provide its members with NBC training because most have

mobilization assignments to United States port facilities.

All of the reserve components indicate that proper equipping and training of the force to survive and fight in a hostile NBC environment is essential to combat readiness.

The Board recommends that funding be made available, on an expedited basis, to eliminate equipment and other inhibitors to effective reserve component NBC defensive training.

Training Detractors

The most significant training detractor for reserve component personnel is time available to train. Reserve component units are expected to attain readiness in less than 20 percent of the time available to active units. The limited time available to reserve components should be dedicated to training to improve readiness.

The Board recommended in the FY 1987 Annual Report, and continues to recommend, that the following actions be taken to reduce time spent on administrative functions and other activities that do not contribute to readiness.

- review all reporting requirements and eliminate those that do not contribute directly to mission readiness.
- review and revise inspection and testing policies to reduce interference with valuable training time.
- consolidate administrative functions at the highest level practical in order to relieve subordinate units of administrative burdens.

- provide sufficient full-time support personnel to handle peacetime administrative functions.
- require increased flexibility to ensure that training support personnel and facilities are available when the reserve components can use them.
- streamline equipment check in/out procedures to involve National Guardsmen and Reservists for the shortest time possible.
- provide adequate training facilities, ranges, and simulators close to drill sites to reduce nonproductive travel time.
- encourage all active and reserve components to share training facilities.

In an effort to resolve some of the increasing administrative burden placed on units, the Army Reserve has proposed a test of a Command Support

Center concept. Under the concept, readiness should improve by centralizing administration and technical support to Army Reserve units. The concept calls for:

- a technical/administrative cell at Army Reserve centers for mobilization and post mobilization support to tenant units
- full-time manning of selected positions in tenant units to support wartime training, mobilization planning, and peacetime operations
- unit and reserve center structure streamlined to support mobilization and post mobilization requirements
- relief of the administrative burden for Army Reserve unit commanders during peacetime

The proposed test, which needs Congressional approval before implementation, would use geographically dispersed commands, and employ both military technicians and Active Guard/Reserve personnel. The test can be implemented with no additional funding and is to last two years. It should be approved by Congress.

Mobilization and Callup Categories

Mobilization of the armed forces includes, but is not limited to, the following categories.

- Selective Mobilization—Expansion of the active component forces to meet the requirements of a domestic emergency resulting from action by the President and/or Congress (10 USC 331, 332, 333, 14 USC 172).
- Partial Mobilization—Expansion of the active component forces by not more than 1,000,000 individuals and the resources needed for their support, up to the attainment of full mobilization, resulting from action by the President or Congress (10 USC 673).
- Full Mobilization—Expansion of the active component forces by mobilizing all reserve component units in the existing, approved force structure, all individual reservists, all retired military personnel, and the resources needed to support the above, resulting from action by the President and Congress (10 USC 672).
- Total Mobilization—Expansion of the active component forces to organize and/or generate additional units or personnel beyond the existing force sturcture and the resources needed for their support, resulting from action by the President and Congress (10 USC 672).

- Presidential Callup—The President may activate up to 200,000 Selected Reserve members involuntarily, for not more than 90 days, without declaring a national emergency (10 USC 673b). The President may use this authority when he determines it necessary to augment active component forces for an operational mission. The President, in cases where he determines such action necessary, may extend the original 90-day period for not more than an additional 90 days. Whenever the President exercises this authority, he must immediately notify Congress and provide reasons for the action. The service of units so ordered to active duty may be terminated by order of the President or law.

Mobilization Preparedness

Mobilization exercises (MOBEX) are vital to the mobilization process. They validate mobilization plans and identify problem areas that need to be rectified prior to an actual mobilization. The services exercise and evaluate reserve component mobilization capabilities through various systems. The entire mobilization command and control system is tested through periodic Joint Staff exercises.

Major United States Army Reserve Commands (MUSARC) and Army National Guard State Area Commands (STARC) are exercised through scheduled command post exercises which test their ability to provide adequate command, control, and support to their respective subordinate headquarters during mobilization. Evaluations include both objective and subjective measures of performance and are provided to participating commands. MUSARCs participate in MOBEXs once every three years while STARCs participate annually. Army reserve component unit level MOBEXs vary in scope and frequency by component and organizational level.

Mobilization and deployment plans/procedures exercises are required for all Army Reserve units scheduled to participate in overseas deployment training (ODT). All Army National Guard units that participate in ODT undergo a Mobilization and Deployment Readiness Exercise (MODRE) which tests all phases of mobilization and deployment.

High priority Army National Guard units undergo a Readiness for Mobilization Exercise (REMOBE) every three years. All other Guard units are tested every five years. A REMOBE tests all phases of mobilization through the movement preparation portion. Selected high priority Army National Guard units also periodically undergo an Emergency Mobilization and Deployment Readiness Exercise (EMDREX). An EMDREX is similar to a REMOBE except that it is a

107

no notice exercise while the REMOBE is a scheduled event. In addition to the above mentioned mobilization specific exercises, all reserve component units participate in other inspections and exercises that test aspects of the mobilization process.

Several new initiatives are now being developed by the Department of the Army that will supplement the above programs. The following initiatives are scheduled for implementation in FY 1990.

- No notice alert tests will be given to Army National Guard and Army Reserve units which are subject to the Presidential callup.
- Mobilization command post exercises will exercise the ability of mobilization stations to accomplish their mobilization responsibilities. All stations will be tested biannually.

- Mobilization field training exercises will further test the ability of mobilization stations to accomplish mobilization responsibilities by surging selected installations to 100 percent of post-mobilization capacity. All units scheduled to mobilize at the selected site will simultaneously report for annual training. Between FY 1990 and FY 1994, one mobilization station per year will participate. Thereafter, multiple stations per year will be exercised.

Naval Selected Reserve units' ability to mobilize is tested through inspections at least once every three years, and by annual mobilization exercises. Additionally, there is an annual alert exercise which tests all units' recall plans.

The 4th Marine Division and the 4th Marine Aircraft Wing test the ability of their subordinate Selected Reserve units to mobilize through biannual Mobilization Operational Readiness Deployment Tests (MORDTs). MORDTs are no notice tests that usually occur in conjunction with a unit's drill weekend. They begin 72 hours prior to the drill period. Inspectors examine recall plans, mobilization plans, command and control, administration, personnel and equipment readiness, security, and embarkation capabilities. Units are tested through the pack-up phase of embarkation. In many cases a unit's equipment will actually be loaded for transportation. In some cases a short deployment of the entire unit occurs. MORDTs are an effective tool in monitoring unit preparedness and identifying and correcting problem areas.

170

171

Participation in the Marine Corps Readiness Evaluation System is another important feature of the training program and is one method used to evaluate combat readiness. Reserve units are routinely assessed with the same criteria used to evaluate their active component counterparts.

The ability of Air National Guard and Air Force Reserve units to mobilize is tested by their gaining major air commands through operational readiness inspections. The test covers timely arrival and processing of personnel and the embarkation of equipment. Units are inspected every two to three years.

The ability of the Coast Guard Reserve to mobilize is tested through a computerized readiness evaluation system which is administered monthly. The test measures personnel strength, whether qualified personnel are properly assigned to mobilization billets, and whether the unit acknowledges the mobilization order. Test results show that the Coast Guard Reserve is ready to mobilize.

Mobilization tests are necessary and effective and have demonstrated the capability of all the components to mobilize rapidly when called.

Summary and Recommendations

The reserve components' most important peacetime mission is training to be ready to fight in the event of mobilization. Training and mobilization readiness of the reserve components continues to improve.

178

179

Innovative training programs are being developed and implemented within the reserve components to enhance training in individual and unit skills. Some of these programs are using very cost-effective training devices and simulators or other highly technical systems. Regional training programs are designed to train Guardsmen and Reservists on the most modern equipment in service inventories.

Overseas training of reserve component personnel is important to achieving mobilization readiness. The training often is conducted under realistic and environmental conditions not available to United States based units. Mobilization, deployment, and redeployment plans can be exercised and gaining command relationships strengthened. Budget constraints may reduce the levels of overseas training which have been conducted in recent years.

Limited time available to train to established standards and increasing administrative requirements are training detractors for the reserve components. The reduction of administrative burdens would increase time available to train for wartime missions.

Varying mobilization and callup categories provide latitude to the President or Congress to meet contingencies. The services use several types and levels of exercise to evaluate mobilization preparedness. The Department of Defense and the services are striving continually to improve the mobilization capabilities of all reserve components.

The Board recommends:

- that programs to provide the reserve components with training devices and simulators be fully funded.
- reserve component use of civilian contract training be fully funded and expanded where appropriate.
- sufficient levels of ordnance and ammunition for training be provided to the National Guard and Reserve.

- funding be made available, on an expedited basis, to eliminate equipment and other inhibitors to effective reserve component NBC defensive training.
- review all reporting requirements and eliminate those that do not contribute directly to mission readiness.
- review and revise inspection and testing policies to reduce interference with valuable training time.
- consolidate administrative functions at the highest level practical in order to relieve subordinate units of administrative burdens.
- provide sufficient full-time support personnel to handle peacetime administrative functions.
- require increased flexibility to ensure that training support personnel and facilities are available when the reserve components can use them.
- streamline equipment check in/out procedures to involve National Guardsmen and Reservists for the shortest time possible.
- provide adequate training facilities, ranges, and simulators close to drill sites to reduce nonproductive travel time.
- encourage all active and reserve components to share training facilities.

176

177

178

Equipment 5

General

Providing modern equipment to National Guard and Reserve units in the 1980s has increased significantly their warfighting capabilities. Equipment modernization has reached the point where many early deploying reserve component units are now fully compatible with active component units. Most units have had familiarization and hands-on training with equipment they would use upon mobilization. This training increases the confidence of both the user and the theater commanders who will employ National Guard and Reserve units.

100

The effect of equipment modernization may not always be accurately reflected in readiness evaluations. The impact on unit structure, manpower, training programs, or facilities, may not be felt for years and cannot be directly linked to fiscal year equipment acquisitions.

Although excellent progress has been made in equipping the National Guard and Reserve, significant equipment and spare parts shortages continue. The value of the shortage between the equipment on-hand and that required for war amounts to $14.1 billion. The Congress and the Department of Defense must provide increasing resources to reduce this shortage and ensure that reserve component units are properly equipped to accomplish additional missions being given to them each year. Delays in planned equipment programs, because of budget constraints and reductions, will adversely affect National Guard and Reserve contributions to the total force.

COAST GUARD

101

The overall equipment capability of the reserve components does not match that of the active components even though some National Guard and Reserve units will deploy simultaneously with active component units. However, because of the experience that reserve component members have on their present equipment, most units can still accomplish their mission.

Modernization

Department of Defense policy is to equip first those units that will fight first. Under this policy, the reserve components have received great amounts of modern equipment in recent years.

The modernization effort covers the total spectrum of reserve component equipment systems. Reserve component units are receiving major systems directly from production sources and through redistribution from the active components. Modernization programs will upgrade the capability of the reserve components in areas such as airlift, antisubmarine warfare, ground transportation, firepower, communications, and management. Modernization enhances unit readiness.

Examples of items that are being acquired by the reserve components are shown in Table 24.

108

Table 24
RECENT RESERVE COMPONENT EQUIPMENT ACQUISITIONS

Army National Guard

- AH-64 Apache helicopters
- Deployable medical systems (DEPMEDS)
- Mobile subscriber equipment
- Wheeled vehicles
- Radios

Army Reserve

- DEPMEDS
- Light howitzers
- Recovery vehicles
- Chemical agent alarms
- Wheeled vehicles
- Teletype terminals

Naval Reserve

- Antisubmarine warfare helicopters
- AN/SQQ 89 ASW system for guided missile frigates
- SEABEES trucks and forklifts
- Frigates integrated shipboard tactical system
- Mobile inshore undersea warfare vans

Marine Corps Reserve

- Tactical airfield fuel dispensing systems
- Communications equipment
- Cranes and forklifts
- Radar systems
- Wheeled vehicles
- Howitzers

Air National Guard

- HC-130N and C-130 aircraft
- MH-60G helicopters
- Communications equipment
- Aircraft support equipment
- Medical equipment
- Oil analysis machines (F-16)

Air Force Reserve

- Defensive avionics
- Electronic countermeasure pods
- Air combat maneuvering instrumentation
- Machineguns
- Grenade launchers
- Night vision goggles
- Vehicles
- Self contained navigation system
- C-130H aircraft
- C-5 training devices

An important mission of Naval Reserve Force (NRF) frigates is convoy escort of cargo ships. The Reserve Forces Policy Board has expressed concern over shortages in both sealift and airlift capabilities for the last several years. NRF frigates are extremely important for protecting our limited sealift capability. They should be equipped with the most modern and capable systems available to protect shipping in a hostile environment. NRF guided missile frigates will be receiving the same sophisticated antisubmarine warfare combat system as their active component counterparts. This system has better antisubmarine warfare sensors, signal processing, fire control, and battle management technologies. Installation began on two frigates in FY 1988. Completion is expected for all 16 frigates by FY 1997.

Within the next few years, most of the reserve components' equipment should be of the same type as that being used by the active components. However, compatibility problems between the forces will continue in some areas because of significant differences in hardware systems. Some units may have different models. Equipment modernization should significantly increase the capability of the National Guard and Reserve.

Delays in modernization programs for the National Guard and Reserve are caused by production problems, budget reductions, active force unit deactivation or conversion delays, or higher priority needs. Modernization delays adversely impact reserve component unit training and readiness, and may cause equipment compatibility problems with other units. This may hamper the overall capability of the total force.

Modification/Conversion Programs

Many reserve component units are going through organizational changes to accommodate new equipment systems and tactical doctrine. Table 25 provides examples of modern equipment systems purchased or programmed for reserve component unit conversions or activations in FY 1988 or FY 1989.

Table 25
MODERNIZED EQUIPMENT SYSTEMS PURCHASED OR PROGRAMMED FOR THE RESERVE COMPONENTS

Army National Guard

2 assault helicopter battalions with AH-64
4 armor battalions with M1 tanks
1 multiple launch rocket system battalion

Army Reserve

1 assault helicopter battalion with UH-60
24 M60A3 tanks modified

Naval Reserve

10 P-3C replacements for P-3A
8 F/A-18 replacements for A-7B
12 F-14 replacements for F-4
10 A-6E & 4 KA-6D replacements for A-7E
4 EA-6B replacements for EA-6A
4 HH-60H replacements for HH-1K and HH-3A

Marine Corps Reserve

Activate AH-1J & KC-130T units
Activate 1 TOW platoon
Activate 2 LAV companies
Activate 2 bridge platoons
Activate 3 bulk fuel companies
Conversion to M198 155mm howitzer
Conversion to F/A-18 & A-4M

Air National Guard

Convert squadrons:
- 2 F-106 to F-15/F-16
- 1 RF-4 to C-130B
- 5 F-4 to F-16
- 1 OA-37 to OA-10
- 1 A-10 to F-16

Air Force Reserve

Conversions of aircraft:
- 42 F-4D to 42 F-4E
- 16 C-130A to 16 C-130H
- 42 F-4D to 36 F-16A/B

Coast Guard Reserve

21 Port Security Boats

Some flying units are scheduled to receive more modern but fewer aircraft than they currently operate. Although modernization generally provides an increase in capability, a large reduction in airframes may actually reduce overall unit combat capability. The total impact must be carefully considered before unit equipment authorizations are changed. If force structure in an active component is reduced because of budget constraints, the equipment of that force should be provided to a reserve component unit, if a requirement for that capability continues.

Budget Reductions

Some reserve components did not reach modernization goals and may experience further equipment distribution delays in FY 1989 because of budget reductions.

Table 26 displays some programmed items that have not been and may not be acquired by the reserve components in FY 1988 and FY 1989. Additionally, some spare parts and test equipment will not be available. This, in turn, delays equipment repairs which may ultimately lead to future failures and inability to accomplish missions.

Table 26
EXAMPLES OF EQUIPMENT NOT PURCHASED

Army National Guard

26 M198 155mm howitzers
142 120mm mortars
365 5-ton trucks
1,038 SINGARS radios

Naval Reserve

12 earthmoving equipment
19 trucks
13 trailers
35 forklift trucks

Army Reserve

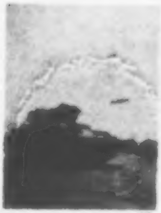
1 Bradley fighting vehicle
6 120mm mortars
156 5-ton trucks
11 SINGARS radios

Air National Guard

Hydraulic test sets
AIM 9L/M test sets
F100 engine support equipment
C-5 landing nose gear trailers
C-5 ISO platform stand

Air Force Reserve

Electronic countermeasures pods
Support and test equipment
Aircraft defensive systems



105

Warfighting capability and aircrew survivability may be impaired when modifications and upgrades of weapon systems are delayed because of budget reductions.

Dollar Shortages

The total value of equipment in the reserve component is displayed by component in Table 27. Wartime requirements vary from year to year as adjustments are made in force structure to meet changing missions. Although there were improvements in most of the reserve components in on-hand equipment, the overall dollar shortage in National Guard and Reserve equipment, at the end of FY 1988, was $14.1 billion. This is about a $1.5 billion decrease from adjusted FY 1987 figures. Wartime requirements increased seven percent over the totals reported in FY 1987. Due to authorization increases and receipt of equipment, the dollar value of on-hand equipment grew by 11 percent. Overall, the Department of Defense reserve components have 84 percent of the value of wartime requirements for equipment compared to 74 percent in FY 1984.

107

108

Table 27
RESERVE COMPONENT EQUIPMENT DOLLAR VALUES
FY 1987 VS FY 1988
(In Millions of Dollars or as a Percent)[1]

	Wartime Requirement	Authorized	On-Hand	$ Short On-Hand vs Wartime Requirement	Percent On-Hand vs Wartime Requirement	Percent On-Hand vs Authorized
Army National Guard						
FY 1988	$ 34008	$ 34024	$26227	$ 7781	77%	77%
FY 1987	$32460	$31095	$23524	$ 9136	72%	75%
Difference (+/−)	$ 1548	$ 2951	$ 2905	($1355)		
Percent Change	5%	9%	12%	−15%		
Army Reserve[2]						
FY 1988	$8096	$7389	$4802	$3294	59%	65%
FY 1987	$7504	$6717	$4568	$2936	60%	68%
Difference (+/−)	$ 592	$ 672	$ 234	$ 358		
Percent Change	11%	10%	10%	12%		
Naval Reserve[2,3]						
FY 1988	$7095	$7,066	$6726	$369	95%	95%
FY 1987	$6182	$6153	$5775	$409	93%	94%
Difference (+/−)	$ 913	$ 913	$951	($40)		
Percent Change	15%	15%	17%	−10%		
Marine Corps Reserve						
FY 1988	$5525	$5525	$5240	$275	95%	95%
FY 1987	$5990	$5958	$5339	$619	84%	84%
Difference (+/−)	($455)	($433)	($99)	($344)		
Percent Change	−11%	−11%	−5%	−56%		
Air National Guard						
FY 1988	$25067	$25067	$23284	$1785	93%	93%
FY 1987	$22699	$22699	$20984	$1715	92%	92%
Difference (+/−)	$ 2368	$ 2368	$ 2300	$ 68		
Percent Change	10%	10%	11%	4%		
Air Force Reserve						
FY 1988	$9726	$9725	$9535	$191	98%	98%
FY 1987	$9181	$9181	$8824	$357	96%	96%
Difference (+/−)	$ 545	$ 544	$ 711	($166)		
Percent Change	6%	6%	8%	−50%		
DoD Reserve Components						
FY 1988	$87515	$86794	$75622	$11893	86%	87%
FY 1987	$81764	$79801	$68412	$13372	84%	86%
Difference (+/−)	$ 5751	$ 6993	$ 7210	($1479)		
Percent Change	7%	9%	11%	−10%		
Coast Guard Reserve						
FY 1988	$211	$0	$7	$204	3%	0%
FY 1987	$205	$0	$9	$196	4%	0%
Difference (+/−)	$ 6	$0	($2)	$ 8		
Percent Change	3%	0%	−22%	4%		
Total Reserve Components						
FY 1988	$87726	$86794	$75629	$12097	86%	87%
FY 1987	$81969	$79801	$68421	$13568	84%	86%
Difference (+/−)	$ 5757	$ 6993	$ 7208	($1471)		
Percent Change	7%	9%	11%	−9%		

Notes: 1. Figures rounded to nearest whole million or percent.
2. FY 1987 data has been corrected from previously reported information.
3. Figures do not include values of ships, $5.9 Billion.

Source: Individual reserve components.

Data as of September 30, 1988.

There is great disparity between the reserve components in the percentages of the dollar value of equipment on-hand versus the wartime requirement. The percentages for the Army National Guard and Army Reserve are 77 and 59 percent respectively. The other four components are in the 90s. The Coast Guard Reserve has minimal equipment. The severity of shortages in the ground forces should be specifically addressed by the Department of Defense and the Congress.

Table 27 shows that the Naval Reserve has the largest percentage growth in wartime requirements, authorized equipment, and equipment on-hand. It should be noted that the Naval Reserve figures do not include the value of Naval Reserve Force (NRF) ships and craft since they belong to the active component. NRF ships had a value of $5.9 billion.

The Marine Corps Reserve showed a decrease in the value of wartime required equipment from FY 1987 data. A computer software equipment module, in development by the Assistant Secretary of Defense for Reserve Affairs, is being tested by the Marine Corps. This module is part of the Reserve Unit Priority System. It will eventually be offered to all the services. The system should enable better management of equipment by providing timely status on requirements, availability, condition, and prices down to the unit level within each reserve component.

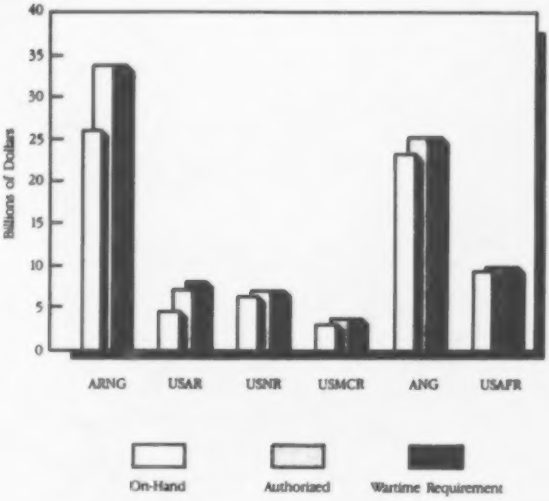
The Coast Guard Reserve data reflects updated plans and definition of requirements for mobilization. Their wartime requirement for equipment is valued at $211 million. Their equipment on-hand is valued at $7 million.

Comparisons of Department of Defense reserve component equipment values in the categories used in Table 27 are graphically displayed in Tables 28 and 29.

U.S. AIR FORCE

189

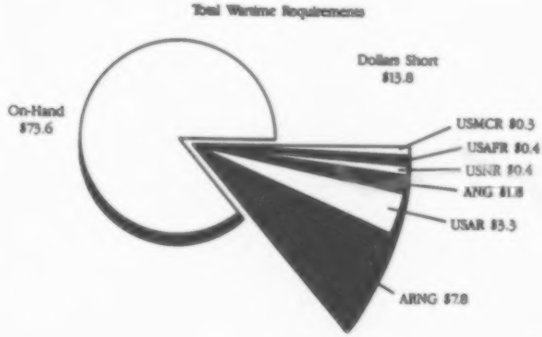
Table 28
DOD RESERVE COMPONENT EQUIPMENT VALUES
FY 1988



Source: Individual Reserve Components

Data as of September 30, 1988.

Table 29
DOD RESERVE COMPONENT EQUIPMENT DOLLAR SHORTAGES
(FY 1988–BILLIONS $)



Source: Individual Reserve Components.

Data as of September 30, 1988.

Table 30 breaks down equipment, by reserve component, into three categories—Major Items, Spare Parts, and Other Items. Data for FY 1987 is provided for comparison. The value of on-hand spare parts of the Air National Guard has diminished 13 percent. The inventory requires replenishment. The FY 1988 Marine Corps Reserve shortage reflects a reevaluation of requirements.

191

192

Table 30
VALUES OF RESERVE COMPONENT MAJOR ITEMS, SPARE PARTS, AND OTHER ITEMS
(In Millions of Dollars or as a Percent)[1]

		Army[2]		Naval[2,3]	Marine Corps	Air Force[2]		Coast Guard
		Guard	Reserve	Reserve	Reserve	Guard	Reserve	Reserve
MAJOR ITEMS								
Wartime Reqmt	FY 88	$52,250	$7,508	$5,982	$5,225	$19,488	$8,744	$177
Wartime Reqmt	FY 87	$51,000	$6,747	$5,326	$5,839	$17,057	$7,887	$193
Difference		$1,250	$761	$656	($614)	$2,431	$857	($16)
Authorized	FY 88	$52,206	$6,801	$5,982	$5,225	$19,488	$8,744	$0
Authorized	FY 87	$29,600	$6,160	$5,326	$5,839	$17,057	$7,887	$0
Difference		$2,606	$641	$656	($614)	$2,431	$857	$0
On-Hand	FY 88	$24,945	$4,379	$5,982	$5,045	$19,488	$8,744	$6
On-Hand	FY 87	$22,300	$4,000	$5,326	$5,220	$17,057	$7,887	$7
Difference		$2,645	$379	$656	($175)	$2,431	$857	($1)
% OH vs WT Reqmt	FY 88	77%	58%	100%	96%	100%	100%	3%
% OH vs WT Reqmt	FY 87	72%	59%	100%	86%	100%	100%	4%
Percent Change		8%	-2%	0%	15%	0%	0%	-7%
SPARE PARTS								
Wartime Reqmt	FY 88	$556	$25	$147	$185	$1,287	$269	$0
Wartime Reqmt	FY 87	$558	$20	$151	$6	$1,376	$270	$0
Difference		($2)	$5	($4)	$179	($89)	($1)	$0
Authorized	FY 88	$556	$25	$147	$185	$1,287	$269	$0
Authorized	FY 87	$558	$20	$151	$6	$1,376	$269	$0
Difference		($2)	$5	($4)	$179	($89)	$0	$0
On-Hand	FY 88	$221	$16	$58	$91	$924	$251	$0
On-Hand	FY 87	$222	$12	$58	$6	$1,170	$229	$0
Difference		($1)	$4	$0	$85	($246)	$22	$0
% OH vs WT Reqmt	FY 88	66%	64%	39%	49%	72%	95%	0%
% OH vs WT Reqmt	FY 87	66%	60%	38%	100%	85%	85%	0%
Percent Change		0%	7%	3%	-51%	-16%	10%	0%
OTHER ITEMS								
Wartime Reqmt	FY 88	$1,442	$583	$966	$115	$4,312	$713	$34
Wartime Reqmt	FY 87	$1,122	$557	$705	$115	$4,286	$1,024	$12
Difference		$320	$26	$261	($0)	$26	($311)	$22
Authorized	FY 88	$1,482	$583	$937	$115	$4,312	$712	$0
Authorized	FY 87	$1,155	$557	$676	$115	$4,286	$1,024	$0
Difference		$327	$26	$261	($0)	$26	($312)	$0
On-Hand	FY 88	$1,061	$407	$875	$112	$2,892	$340	$1
On-Hand	FY 87	$778	$356	$595	$113	$2,777	$508	$2
Difference		$283	$51	$280	($1)	$115	($168)	($1)
% OH vs WT Reqmt	FY 88	74%	72%	70%	99%	67%	48%	3%
% OH vs WT Reqmt	FY 87	69%	66%	56%	100%	65%	50%	81%
Percent Change		6%	9%	25%	-1%	4%	-4%	-78%

Notes: 1. Figures rounded to nearest whole million or percent.
2. Change to previously published 1987 data.
3. Figures do not include value of ships ($5.9 Billion).

Source: Individual reserve components.

Data as of September 30, 1988.

National Guard and Reserve Equipment Appropriations

National Guard and Reserve Equipment Appropriations (NGREA) are funds specifically designated by Congress for the purchase of reserve component equipment. These funds are in addition to those requested in the President's budget. Some of the NGREA are designated by Congress for specific items of equipment. The remainder may be used by the components for discretionary purchase of equipment.

NGREA complement service appropriations to improve training and mobilization readiness in the reserve components. The funds have been used to reduce the most critical equipment shortages. Survivability, capability, and compatibility have been improved through use of these specially appropriated funds.

In FY 1988, the Department of Defense reserve components acquired many items through NGREA which were required for support, transportation, defensive systems, communications, improved detection systems, and test equipment. In fiscal years 1982–1989, Congress appropriated approximately $5.13 billion in NGREA.

Table 31 displays the National Guard and Reserve Equipment Appropriations from FY 1982 through FY 1989.

195

196

Table 31
NATIONAL GUARD AND RESERVE EQUIPMENT APPROPRIATIONS[1]
(Millions of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89	Total
Army National Guard	50	50	100	150	532	146	273	256	1,557
Army Reserve	0	15	0	150	365	90	85	30	735
Naval Reserve	0	15	51	20	100	61	259	145	651
Marine Corps Reserve	0	15	0	30	70	60	40	82	297
Air National Guard	0	15	25	20	255	50	341	400	1,106
Air Force Reserve	0	15	0	10	180	150	202	227	784
DoD Total	50	125	176	380	1,502	557	1,200	1,140	5,130

Note: 1. Supplemental Congressional appropriations to DoD budget request. Numbers rounded to nearest million.
Sources: Individual reserve components and Office of the Assistant Secretary of Defense for Reserve Affairs.
Data as of September 30, 1988.

195

196

Equipment Shortages

Shortages of equipment for the reserve components adversely affect mobilization readiness of the total force. While all of the equipment required for full mobilization does not need to be immediately available to the reserve components, equipment for training must be available.

Shortages in training equipment reduce the ability to properly train individuals on equipment they may use in conflict. Some of the impact of training equipment shortages can be lessened through the use of training simulators and devices. Simulators and weapon system trainers, although excellent for some training, cannot provide the "hands on" training so necessary to attain and sustain proficiency. As new equipment is assigned to units, the availability of weapon systems trainers or simulators for that equipment must keep pace with the modernization effort.

Equipment for maintenance crews to train on is essential. Familiarity must be developed with equipment that National Guard and Reserve members will support upon mobilization. Additional equipment for training such as interactive video gunnery trainers, simulators, and weapons systems trainers, are a cost effective means of enhancing initial and sustainment training for most reserve component personnel. However, such equipment does not directly contribute to wartime equipment requirements, or reduce equipment shortages.

In FY 1984, the Army established a program call Minimum Essential Equipment for Training (MEET) to provide particular items of equipment to units for training. This was necessary because some units would not normally be issued newer equipment due to their low deployment priority. MEET has provided nearly 600 items of equipment to help in unit training programs. The MEET program allows units to train when they would not otherwise be able to because of equipment shortages.

In the Army Reserve, some authorized items of equipment are not procurable. This matter reduced equipment-on-hand status for many units. Following corrections to equipment authorization documents, the number of nonprocurable line items, that have not had adequate substitutes provided, has been reduced by 75 percent since last year. Efforts are underway to obtain replacement equipment for the remaining line items which are nonprocurable. The Army will soon implement a policy to preclude listing nonprocurable items on unit authorizing documents. With that effort, no units will be in a reduced status solely because of nonprocurability of equipment.

Significant shortages of equipment classed as major end items exist in each of the reserve components. While definitions may vary slightly, a composite definition of "major end items" might be—an item comprised of various components, ready for its intended use, with a designated minimum value, subject to centralized management and control during its lifetime, and appearing on a unit's equipment authorization list. Examples are an aircraft or a vehicle.

The Army National Guard and Army Reserve major end item shortages include tactical and support vehicles, aircraft, and artillery pieces. There are also shortages of communications and electronic, support, materiel handling, maintenance, and medical equipment.

The Naval Reserve reports critical shortages of updated antisubmarine warfare equipment for Naval Reserve Force frigates and electronic warfare aircraft. Modern combat search and rescue aircraft have been authorized and funded but not received. The Naval Air Reserve is waiting for redistribution of newer models of attack aircraft from the active component. Engineering and support equipment comprise the bulk of the remainder of the shortages.

Significant shortages in the Marine Corps Reserve include communications and electronics, support, and engineering equipment.

The Air National Guard needs jet engine intermediate maintenance equipment, munitions support equipment, and automated test and maintenance equipment for newly assigned aircraft. As identified later in this chapter, the Air Force Reserve requires aircraft defensive systems for nearly all of its tactical and airlift fleets. It also has limited amounts of backup aircraft and support equipment. Other critical shortages exist in chemical warfare equipment.

The Coast Guard reported shortages of boats and vehicles as its most critical end item equipment deficiencies.

Shortages of equipment degrade training and mobilization readiness. Eliminating equipment shortages should greatly enhance the interoperability of the active and reserve components. Until the equipment is available,

197

198

199

substitute items such as M60 tanks in lieu of M1 tanks, 2½ ton trucks in lieu of 5-ton trucks, or older models for upgraded aircraft, provide some capability to accomplish unit missions.

The services must exercise deliberation and caution before making decisions to remove aging, yet capable, equipment from a unit prior to the arrival of modernized equipment. Unit capabilities, that would be absolutely necessary if the reserve components were called upon to go to war as part of the total force, may be sacrificed for uncertain future solutions if modern equipment distribution plans are not fulfilled. The reduction of equipment and force structure is especially apparent in the aviation programs of the services. Long range plans and programs to restore capabilities in the future is not an acceptable substitute for national security today.

Maintenance

Maintenance of aging equipment in the reserve components is an increasing problem. Limited availability of experienced personnel who are familiar with the older equipment exacerbates the situation. As a result, maintenance backlogs have developed. Budget reductions and equipment distribution delays may increase the maintenance backlogs, thereby decreasing capabilities and mobilization readiness. In some instances, routine maintenance must be performed on older equipment at more frequent intervals thus reducing training time on other equipment.

In the Army National Guard, aggressive management of resources to meet maintenance requirements has slowed the rate of growth of the backlog. Adding maintenance technicians, increasing productivity during training periods, and using commercial contractors are programs aimed at eliminating the backlog of equipment maintenance.

The Naval Reserve reported costs to eliminate the equipment maintenance backlog amounted to $12.9 million in FY 1988. Recent increases in maintenance requirements are expected to double the backlog in FY 1989.

Aircraft rework delays, along with increased modifications to maintain compatibility with the active component, contribute to the backlog. Increased flying hours with fewer aircraft also increase scheduled and unscheduled maintenance requirements.

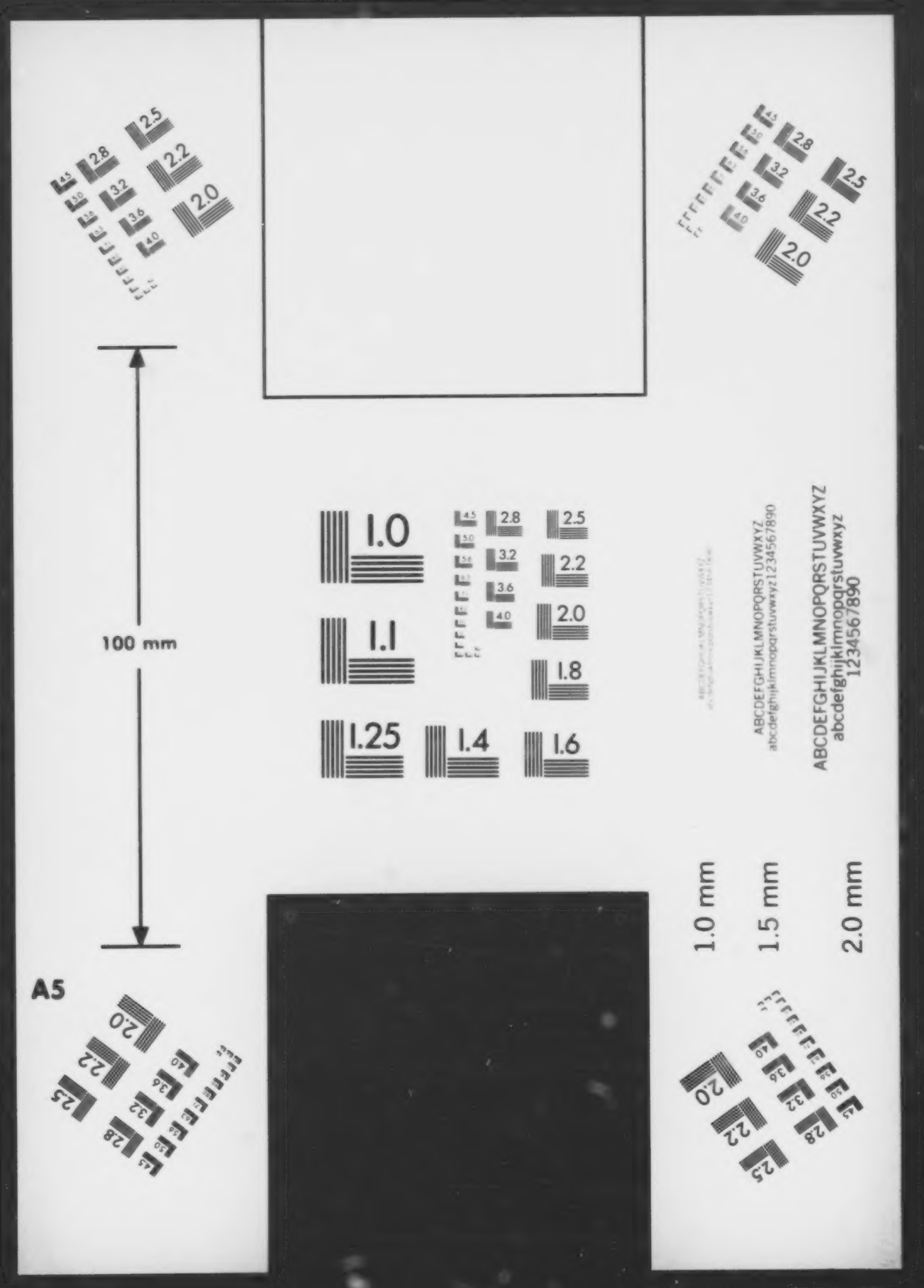
The Marine Corps Reserve equipment maintenance backlog is cyclical in nature and not a result of budget allocations. Availability of personnel from the reserve components to perform maintenance during active duty training (ADT) periods and the heavy use of equipment during ADT which subsequently requires maintenance, contribute to the cyclical nature of the problem.

Maintenance in the Air Force is done at three levels—organizational, field, and depot. The first two are accomplished by the unit possessing the equipment. Critical maintenance is performed at the depot level. Funding of depot level maintenance activities is crucial to the effectiveness of maintenance programs. Aircraft are distributed from repair depots based upon first ordered and highest priority requirements, regardless of component. Anticipated budget reductions are expected to impact adversely upon depot level maintenance operations and spare parts availability. This unfortunate situation could result in an increase in the maintenance backlog. There are no significant problems with unit level maintenance.

While the other components did not report any equipment maintenance backlogs, there are indications that such backlogs may be developing. Backlogs may occur because equipment modifications require work by maintenance personnel who would otherwise be assigned to routine or preventive maintenance duties.

More modern and sophisticated equipment in the reserve components generally requires more expensive spare or replacement parts. Rising parts costs require increases in funding to maintain current levels of maintenance.

100


A5
100 mm
1.0
1.1
1.25
1.4
1.6
1.8
2.0
2.2
2.5
2.8
3.2
3.6
4.0
4.5
5.0
5.6
ABCDEFGHIJKLMNOPQRSTUVWXYZ
abcdefghijklmnopqrstuvwxyz1234567890
ABCDEFGHIJKLMNOPQRSTUVWXYZ
abcdefghijklmnopqrstuvwxyz
1234567890
1.0 mm
1.5 mm
2.0 mm

Equipment Incompatibility

Significant equipment and logistical incompatibility problems will exist between the reserve and active components upon mobilization. The most significant problem is with electronic equipment. Budgetary constraints are the main cause of incompatibility problems.

A significant area of incompatibility between components lies in the communications field. This "communication gap" exists in the Army National Guard, the Army Reserve, the Marine Corps Reserve, and the Air National Guard.

Other electronic incompatibility problems are highlighted by the Army. Test measurement and diagnostic equipment in the reserve components does not meet the requirements of the units or equipment that the National Guard or Reserve will be supporting in wartime. Thus, the ability of the reserve components to support the total force is impaired. In an attempt to familiarize more units with newer equipment, personnel are able to train on the required equipment on a limited basis by rotating new testing and diagnostic equipment to various units for training. This procedure will continue until sufficient equipment is obtained.

Air National Guard use of analog tactical communications and electronics equipment while the active component employs digital equipment makes interoperability impossible between those two components. This degrades joint exercises and would hamper operations upon mobilization.

Reserve component aircraft are generally older models and are not as supportable or capable as active component aircraft. They are, therefore, more dependent on a steady flow of spare parts. Recent reductions in funding for spares procurement and repair is beginning to be reflected in lower rates of filling war readiness spares kits. In the Air Force Reserve, this will eventually mean that the units will have to mobilize and deploy without required parts. Wartime capability will be adversely affected unless supplies are increased and transportation, both to and within the theater of operation, is available.

The Marine Corps Reserve (as well as the other reserve components) has some models and series aircraft which are not in active component inventories. Contingency support packages peculiar to these aircraft must be procured and maintained. These packages constitute the bulk of the increase in the value of spare parts and support equipment requirements indicated in Table 40. This value rose from $6 to $185 million between FY 1987 and FY 1988.

The Naval Reserve currently flies A and B models of P-3 aircraft for maritime patrol. The service life of these aircraft will soon expire. Even though they have received tactical navigation modernization kits, they are no longer compatible with the P-3C aircraft flown by the active component. The Naval Reserve aircraft do not have high speed digital link equipment so are unable to transmit tactical data to cooperating units. Self-defense against a surface threat is lacking in a majority of Naval Reserve aircraft. Magnetic anomaly detection equipment on Naval Reserve antisubmarine warfare aircraft is not effective against the capabilities of today's submarine threat.

Naval Reserve electronic warfare aircraft are equipped with outdated electronic systems which cannot be maintained or supported on aircraft carriers. In the next few years, it is planned to replace the EA-6A Prowler aircraft with the same model (EA-6B) flown by the active component.

Aircraft Defensive Systems

In the effort to modernize the reserve components, consideration must be given to the threat that forces might face. Generally, National Guard and Reserve aircraft have not been provided with adequate defensive systems to meet the threat. In part, this stems from the hope for early transfer of aircraft with defensive systems from the active component to replace existing National Guard and Reserve aircraft. Any aircraft acquired for or transferred to the reserve components should have adequate defensive systems when received.

The Army is attempting to provide all its aircraft, irrespective of component, with adequate defensive systems by FY 1994.

The Naval Reserve lacks adequate aircraft defensive systems but has plans to properly outfit its current aircraft. These defensive systems will be on new aircraft to be acquired by the Naval Reserve.

The Air National Guard and Air Force Reserve fighter, attack, and gunship aircraft are equipped with radar warning receivers, and in some cases, with passive countermeasures on a basis comparable to the active component. As such, some of the potential threats can be detected.

Active component aircraft have more active countermeasure systems than the reserve components. Active countermeasures and better detection systems need to be installed in reserve component aircraft. To equip an aircraft with radar and missile warning systems and a complete countermeasures pod package, properly supported by test equipment and spares, may well exceed three million dollars per aircraft. However, lesser systems, such as those to defeat heat seeking missiles, cost only about $400,000 and would provide some defense for the reserve component airlift fleet which regularly flies missions around the world.

204

205

Survivability of aircraft in a high-threat, electronic environment is doubtful when adequate equipment to counter the threat is not available. Plans have been made by the services to equip reserve component aircraft with defensive systems when economically feasible. Active and reserve component aircrews will be placed at risk simultaneously. National Guard and Reserve aircraft should be provided with modern defensive systems to enhance survival of aircrews in a high threat electronic environment. At a minimum, sufficient numbers of National Guard and Reserve aircraft should be provided with modern defensive systems to allow aircrew members to conduct effective training with these systems.

Automated Management Systems

The administrative workload in the reserve components is a serious training inhibitor. Providing automated management systems to the reserve components greatly reduces time spent on administrative duties resulting in more training time for National Guard and Reserve members. These systems can also be an excellent tool for mobilization management.

A major effort is underway, within the reserve components, to provide automatic data processing support for management of personnel, training, and logistics. The goal is to provide a capability, using microcomputers at the local level, to interface with large centrally located systems. On-line communication and interaction with these larger systems are essential to reduce delays, improve efficiency of operation, and make current information available to various levels of command.

The Army provided more than 4,100 computers and associated software to the Army National Guard and the Army Reserve in FY 1988. The greatest need for the Army's reserve components is the completion of a mobilization planning system.

The Reserve Component Automation System (RCAS) is being developed to meet this requirement. It is designed to support the decisionmaking needs of all commanders, staffs, and functional managers responsible for reserve component forces. RCAS will use state-of-the-art office automation, telecommunications, distributed data bases, and distributed information for planning, and execution of mobilization activities. It should improve command and control, unit level administrative activities, and classified document processing.

RCAS will interface with unit level automated management processes and will permit integration of active and reserve component systems.

In compliance with the FY 1988 Defense Appropriations Act, the Chief of the National Guard Bureau manages RCAS resources and has established a program management office headed by an Army Reserve general officer. RCAS is fully funded for development and distribution. Critical elements of the system are programmed for distribution in FY 1992.

The Naval Reserve consolidated all personnel and training automated information systems into a single program and began to implement Reserve Standard Training Administration and Readiness Support (RSTARS) in FY 1988. RSTARS allows the data base to be updated at reserve centers rather than restricting this function to headquarters levels. This new system should improve timeliness and accuracy in reservists' pay and personnel records and eliminate large amounts of paperwork. RSTARS can support work on fitness reports, evaluation worksheets, security access lists, files, distribution lists, and other rosters. The system will assist in training programs by tracking individual training requirements and accomplishments. It also can be used to develop training plans and readiness reports. Initiatives are underway to support logistics requirements, personnel accounting, and financial records.

In FY 1988, the Marine Corps Reserve distributed the Marine Corps Combat Readiness Evaluation System software, REAL FAMMIS—an intermediate headquarters retrieval system, SASSY—which provides automatic requisitioning of clothing, and the Marine Integrated Maintenance Management System for maintenance transactions.

The Air Force continues to make progress in implementing automatic management systems. Development of a single data base with a single retrieval language will enhance these systems. Distribution of the Combat Personnel Control System and the Contingency Operation Mobility Planning and Execution System software to the reserve components of the Air Force will allow reserve component access. Problems in obtaining access to personnel data will be solved with improved data processing and on-line capability when these systems are distributed. Logistics are also being automated for the Air National Guard in the areas of maintenance, supply, and transportation. Networks are being established to allow the total Air Force to better manage all resources.

The Coast Guard Reserve personnel system is being automated. Merger of the Reserve Personnel Management Information System with the active component Personnel Management Information System was accomplished in FY 1988. This personnel data base should help the Coast Guard Reserve integrate into the active component upon mobilization. Direct access to the Defense Manpower Data Center for maintenance of personnel data is being explored. Systems for direct order writing for active duty training and training qualification tracking may be implemented soon.

All of these automation efforts by the reserve components have a positive affect on readiness. Data can be better tracked and analyzed at various levels. Time saved from administrative chores can be dedicated to effective training. Better planning and preparation for mobilization will be a by-product of this effort. Mobilization processing time should be reduced.

Improved information processing and display systems are needed in armories, training centers, on board ships, on aircraft, and in tactical organizations. More rapid, effective management of administration, training, operations, and logistics can be accomplished using automation systems.

Summary and Recommendations

Equipment modernization of the reserve components is critical to meeting compatibility, commonality, and capability standards for the total force. Delays in modernization will adversely impact unit training and readiness.

Budget constraints will hamper improvements in the equipment on-hand status of reserve component units. Although many units are receiving some new equipment for training, sufficient equipment is not being procured to fill wartime requirements. These requirements include major end items, other equipment, and spare parts.

Reserve component equipment shortages vary greatly. However, many types of wheeled vehicles and communications/electronics equipment are critical shortages in several components. Special Congressional appropriations have helped to reduce the equipment shortages which hamper unit readiness.

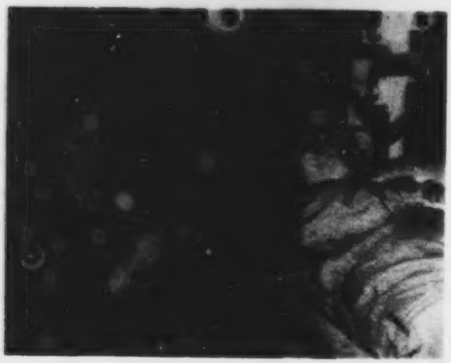
Because much of the reserve component equipment is older than that in the active components, maintenance requirements are increased. Not only does this demand additional time and skill, but it also requires increasing numbers of spare parts. Inventory management is also time consuming. All of this reduces the time available for training on more modern equipment which is programmed into reserve component units.

Automated information systems to manage peacetime and mobilization activities are critically important to the reserve components. These systems should reduce time spent on administration and make more time available for meaningful individual and unit training.

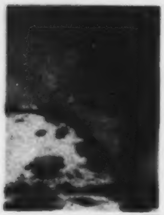
The Board recommends:

- the disparity between reserve components in the percentages of the dollar value of equipment on-hand versus wartime requirements be addressed by the Department of Defense and the Congress. The disparity is greatest for the ground forces and the Coast Guard.
- National Guard and Reserve aircraft be provided with modern defensive systems to enhance survival of aircrews in a high threat electronic environment.

210



211



212

Medical 6

315

General

Assurance that adequate medical care is available for wounded personnel, during times of conflict or national disaster, increases the confidence of all civilian and military personnel. It is also a significant factor in the overall readiness and sustainability of our military forces. Upon mobilization, the reserve components will provide approximately two-thirds of health care capability of the services. Therefore, proper staffing, training, and equipping of National Guard and Reserve health care units is essential.

Health care units are organized to provide comprehensive medical care for personnel both in and out of the combat zone. An objective of military health care is to conserve the trained personnel of the services. Theater commanders, in coordination with the Joint Chiefs of Staff, establish medical evacuation policy and schedules for their areas of responsibility. Generally, sick or wounded personnel are examined and treated as far forward as conditions in the battle area permit, so that they can be returned to duty with minimum delay. As a casualty is moved farther from the fighting, longer term and higher levels of care are available. Each component determines the amount and level of care required by its medical units—whether they be forward aid stations, clinics, evacuation hospitals, hospital ships, or stateside facilities.

214

215

Patients must be properly managed and treated. In the past, limited equipment and facilities forced medical units to place an inordinate amount of attention to the management of patients. Recently, however, training has been reoriented to the medical care of casualties. An effective balance between management and treatment is being achieved.

In addition to the requirement for battlefield medical care, the Department of Defense is concerned about the quality of health care available in stateside hospitals when military health care personnel must deploy overseas. In July 1988, the Defense Department signed an agreement with the U.S. Public Health Service (USPHS) which provides for several hundred USPHS officers to replace active duty and reserve component health care personnel in the event of their overseas deployment.

Even with this agreement, there could be a significant shortage in the availability of medical care in military stateside hospitals, since the theater requirements will have a higher priority for resources. Additional stateside hospital beds would be made available to the Department of Defense from Department of Veterans Affairs hospitals

216

and from civilian hospitals participating in the National Disaster Medical System, for patients who cannot be returned to duty within a reasonable period of time.

During peacetime, the U.S. Public Health Service provides health care services to the Coast Guard. Should these personnel be transferred to meet Department of Defense medical needs, the Coast Guard could experience a severe decrease in its medical support. In wartime, upon the transfer of the Coast Guard to the Department of Defense, the Navy will assume the primary responsibility for providing health care support to the Coast Guard.

To increase wartime medical readiness, the Assistant Secretary of Defense for Health Affairs provided to the services a Medical Readiness Strategic Plan which should be fully implemented by FY 1992. This plan identifies actions necessary to ensure that current and future medical readiness plans, programs, and budgets are consistent with the needs of the Department of Defense and the theater commanders. The joint development and implementation of this plan integrates medical resources of various components to support wartime forces. The primary goal of this plan is to attain the fullest level of medical readiness mission integration within the Department of Defense health care system.

Medical Personnel

Previous analyses have estimated total Department of Defense wartime medical shortages at 7,100 physicians, 31,000 registered nurses, and 73,000 enlisted personnel. Within these totals, Ready Reserve shortages approximate 30,800 physicians and registered nurses and 48,550 enlisted health care personnel.

Critical shortages include specialties such as general surgeons, thoracic

surgeons, orthopedic surgeons, anesthesiologists, operating room nurses, nurse anesthetists, aidmen, and hospital corpsmen. Requirements for these personnel would be critical in time of a national emergency. Recruiting of new personnel into these skill areas and retention of those already in the services are absolutely essential if the medical readiness of the total force is to be improved.

The percentage of current shortages in the National Guard and Reserve vary between the services as shown in Tables 32 and 33. The data in these tables compare FY 1987 Ready Reserve personnel available with Ready Reserve wartime requirements derived from earlier requirements' analyses. The statistics illustrate the limited capabilities of the Ready Reserve to meet wartime health care personnel requirements.

Table 32
READY RESERVE HEALTH CARE PERSONNEL
FY 1988

Service	Ready[1] Reserve Required	SELRES Authorized	Ready Reserve Available SELRES	IRR	TOTAL	Ready Reserve Percent Filled
			PHYSICIANS AND REGISTERED NURSES			
Army	37,140	13,580	10,140	4,800	14,940	40%
Navy	8,350	3,860	2,960	1,440	4,400	53%
USAF	9,760	4,820	4,580	550	5,130	53%
TOTAL	55,250	22,260	17,680	6,790	24,470	44%
			ENLISTED HEALTH CARE PERSONNEL			
Army	86,700	51,860	36,380	14,190	50,570	58%
Navy	25,860	11,920	10,910	3,420	14,330	55%
USAF	13,710	11,920	11,310	1,520	12,830	94%
TOTAL	126,270	75,700	58,600	19,130	77,730	62%

Note: 1. Ready Reserve requirements as shown here were derived from previous analyses of medical manpower requirements and staffing.

Source: Office of the Assistant Secretary of Defense for Health Affairs.

Data as of September 30, 1987.

Table 33
READY RESERVE PERSONNEL IN SELECTED SPECIALTIES
FY 1988

Service	Ready[1] Reserve Required	SELRES Authorized	Ready Reserve Available			Ready Reserve Percent Filled
			SELRES	IRR	TOTAL	
			ANESTHESIOLOGISTS			
Army	765	200	115	80	195	26%
Navy	270	100	75	50	125	47%
USAF	340	40	40	5	45	13%
TOTAL	1,375	340	230	135	365	27%
			SURGEONS			
Army	3,885	1,815	880	575	1,455	38%
Navy	755	370	290	205	495	66%
USAF	860	400	380	35	415	48%
TOTAL	5,500	2,585	1,550	815	2,365	43%
			NURSE ANESTHETISTS			
Army	1,310	850	325	95	420	32%
Navy	390	85	40	10	50	12%
USAF	320	105	100	10	110	36%
TOTAL	2,020	1,040	465	115	580	29%

Note: 1. Ready Reserve requirements as shown here were derived from previous analyses of medical manpower requirements and staffing.

Source: Office of the Assistant Secretary of Defense for Health Affairs.

Data as of September 30, 1987

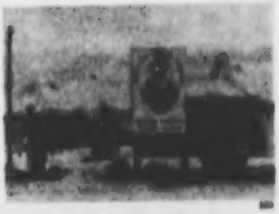
318

319

Most of the Air National Guard's medical mission is to provide aid stations, patient decontamination, triage, and return to duty type support, or to stabilize patients for evacuation. Although some of its health care personnel possess surgical specialties, the Air National Guard has few authorizations for those skills which have critical shortages in the other components.

Medical Recruiting and Retention

The reserve components place a high priority on recruiting of health care personnel. Increased efforts by the



services and the Department of Defense have helped to reduce medical personnel shortages in the reserve components. Reserve component accession programs need to be made more effective. Some progress is being made although it is too early to ascertain the full impact of many of these recruiting initiatives.

The mission of the Selective Service System was expanded in December 1987, when as part of the FY 1988–1989 National Defense Authorization Act, Congress authorized that agency to develop, and maintain ready for immediate operation, a system for the registration, classification, and delivery for induction of health care personnel. In times of national emergency, the Selective Service System, along with volunteers, should provide sufficient health care manpower to sustain the mobilized forces. The plan should provide integration of procedures for registration, selection and induction, evaluation of licenses, claims and appeals processing, compliance, and alternative service. This capability will be implemented only upon a directed mobilization.

The following are some steps taken by the Department of Defense to enhance recruiting. It should be noted that health care professionals are not eligible for either of the first two programs if they have incurred active duty obligations through participation in some other program.

- The Health Professions Scholarship Program for Reserve Service (Stipend Program), has been restructured and expanded to offer an additional option for payback of service commitment in the Individual Ready Reserve. It also allows students in the third and fourth years of certain baccalaureate programs to participate in the program. Under the program, physicians and nurses who are training to practice in a critically short wartime specialty and undergraduate students receive monthly payments if they join one of the reserve components.

  Stipends vary from $100 to $678 per month depending on the status of the recipient. There are seven Army National Guard, 254 Army Reserve, and 65 Naval Reserve participants in the program.

  The Stipend Program is open to those currently serving in the reserve components, those who apply for appointment and are offered a commission as Medical Corps or Nurse Corps officers, and to undergraduate students who would be eligible for a commission upon completion of their baccalaureate programs. Full implementation of the program has been delayed due to some recent legislative changes by Congress.

- The Education Loan Repayment Program for Health Professionals Who Serve in the Selected Reserve (Loan Repayment Program) has been extended to cover individuals who received loans for their nursing education under Title VII and Part B of Title VIII of the Public Health Service Act. To qualify, a doctor or nurse must be appointed to, or commissioned in, the Medical Corps or Nurse Corps before October 1, 1990. They must be in good professional standing and have a current license or certification. Participants must also be qualified and serving in a critical skill that has been determined to have a wartime shortage. Maximum reimbursement is $3,000 for each year of satisfactory service. Total program repayments may not exceed $20,000. There are 59 Army National Guard, 33 Army Reserve, six Naval Reserve, three Air National Guard, and four Air Force Reserve members in the program.

- Credit for civilian health care experience may now be granted to qualified nurses if that experience is in a skill needed by the service they are joining. This allows them to enter a reserve component at a rank more appropriate to their civilian background and experience.

- The maximum age for joining the reserve components has been raised for doctors and nurses in critically short specialties. Retirement age also needs to be increased so that full careers can be achieved.

- Last spring, the Office of the Assistant Secretary of Defense for Health Affairs sent more than 181,000 personalized letters to civilian doctors and nurses trained in critically short wartime specialties. The purpose of the mailing was to increase awareness of reserve component opportunities for health care professionals and to provide reserve component recruiters with viable leads to help them fill positions in the Selected Reserve and Individual Ready Reserve. The response to the direct mail campaign has been encouraging. The high volume of responses is a strong indicator of the civilian professional communities' heightened interest in and awareness of National Guard and Reserve participation options.

333

334

Each of the reserve components have programs oriented towards meeting their own medical recruiting needs. For FY 1988, the Army Reserve was authorized significant increases in full-time Active Guard/Reserve officer and enlisted personnel who would be directly involved in recruiting of medical personnel. These increases, plus other programs, caused the accession of approximately 500 more enlisted soldiers in FY 1988 than in FY 1987. Nurse recruiting goals were met and 90 percent of the physician recruiting goal was achieved.

The National Army Medical Department Augmentation Detachment (NAAD) and Specialized Training for Army Readiness (STAR) programs, discussed later in this chapter under "Training Initiatives", are excellent Army Reserve tools for recruiting and retention of medical personnel.

There were 842 medical officers recruited into the Army National Guard in FY 1988. This was an increase of 142 over the previous year. Both Medical Corps and Nurse Corps officer goals were exceeded during the year. The shortage is still approximately 500 Medical Corps officers—more than 35 percent of the wartime requirement.

The medical recruiting force in the Naval Reserve did not change significantly from FY 1987. There were 5,048 medical personnel recruited in FY 1988 vice the 6,201 accessed last year. Of 13,062 Naval Reserve hospital corpsman billets, 11,272 (86 percent) are filled. The Naval Reserve expects to fill the remaining vacancies by the end of FY 1989. There is no shortage of dental technicians.

The Naval Reserve exceeded its goal of 1,008 medical officers, for the year, by 26 percent. This is the first year that the physician goal has been achieved. Nurse recruiting achieved 90 percent of the goal. Two programs have been particularly effective for Naval Reserve medical recruiting and retention. REFLEX (Reserve Flexibility) allows doctors and nurses to schedule drill periods for as short as one hour increments. PRIMUS (Physician Reservists in Medical Universities and Schools) permits doctors and nurses to fulfill their inactive duty for training obligation at their universities or medical schools.

The Air National Guard also had a successful year as recruiting and retention efforts resulted in an overall gain in the number of medical service officers. The Air National Guard has approximately 300 medical officer vacancies out of nearly 2,000 authorized. Of 3,649 enlisted medical specialty positions, 3,484 (95.5 percent) have been filled.

The Air Force Reserve accessed 116 medical officers and 231 nurses during the year. In addition, 1,261 enlisted personnel were recruited to fill medical unit vacancies.

The Coast Guard does not recruit medical officers. All are obtained through the U.S. Public Health Service or from within through the warrant officer physician assistant specialty. Enlisted health services technicians may join the warrant medical administration program. These individuals are not medical officers but are qualified to perform the same duties as a senior health services technician. Enlisted medical personnel are obtained through active component recruiters. The majority of reserve medical personnel have prior service. The reserve requirement is for 244 enlisted health service technicians. Only 177 (72.5 percent) are currently assigned. When the Coast Guard is transferred to the Department of Defense, in times of national emergency, the Navy Department will provide most of the Coast Guard's medical needs.

Impact of Budget Reductions

Continuing health education (CHE) in civilian or military institutions is necessary for credentialing, licensing, and for refresher and proficiency training of military medical personnel. In some cases, it is used to build skills emphasizing trauma, emergency medicine, and care of battlefield wounded.

For many enlisted medical personnel in the reserve components, CHE is the only pure medical training received to sustain skills learned during initial entry training and inactive duty training periods. Some surveys indicate that the opportunity to attend CHE is a prime reason for joining and remaining with a National Guard or Reseve unit. CHE is a valuable recruiting tool and enhances mobilization readiness.

However, the Army Reserve reports declines in funding for CHE of approximately $2.9 million in FY 1988 and $6.1 million in FY 1989. Funding is available for only 10 percent of unit medical personnel and members of the Individual Ready Reserve. Programmed funds are insufficient to meet required personnel increases into FY 1992.

The Air National Guard and Air Force Reserve provide approximately 50 and 26 percent respectively of the total Air Force second echelon (triage and initial medical care beyond self help and buddy care) medical service mission. FY 1988 budget cuts reduced manpower authorizations to cover 50 percent vice 66 percent of the wartime requirements for second echelon hospitals by Air National Guard and Air Force Reserve personnel. Approximately 1,200 positions were deleted from Air National Guard and 3,100 from Air Force Reserve medical units. Additional personnel cuts will occur in FY 1989. Existing medical capability and projected growth have been hampered.

325

Budget reductions forced the Coast Guard Reserve to reduce the frequency of physical examinations for its members. In addition, dental panoral radiographs (used for casualty identification) have not been performed on reservists because resources are not available.

Training Initiatives and Limiters

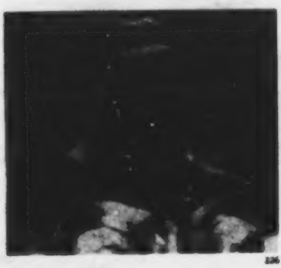
Due to a lack of available military schools, the Army National Guard initiated a civilian education program in FY 1988 to reduce its critical shortage of nurse anesthetists. The program will qualify Nurse Corps officers as nurse anesthetists through training at accredited civilian institutions. Although this program is an excellent means to reduce the skill shortage, budgetary limitations are expected to impact adversely on the number of students accepted into this program.

The Army Reserve initiated a program to enhance recruiting, retention, and training of Army Medical Department professionals by establishing a National Army Medical Department Augmentation Detachment (NAAD). Officer and enlisted soldiers with critically short specialties, as determined by the Army Surgeon General, will be eligible for NAAD attachment.

Physicians and nurses will be assigned to vacancies in Army Reserve units without regard to geographical location, attached to NAAD, and become mobilization assets of their assigned units.

Removal of geographic restraints enables recruiters to take full advantage of the civilian market place by offering a nationwide program for those in the Army Reserve health care fields. For example, if a medical unit in the central United States cannot be filled because of a shortage of civilian medical professionals in that area, doctors and nurses from the east coast may be assigned to that unit.

NAAD participants are allowed 24–48 paid inactive duty training (IDT) periods annually and an option of fragmenting their 17-day annual training (AT). IDT is tailored to the individual's specialty and may be performed in a variety of military or civilian settings. In addition,



226

227

228

NAAD members may attend advanced military education and continuing health education courses while in AT/IDT status. Soldiers joining NAAD will be required to perform a period of training with their parent unit every three years. This concept of flexible training could possibly be used in other fields, besides medical, to meet training requirements.

Twelve Active Guard/Reserve (AGR) personnel are being assigned to the NAAD, headquartered in Atlanta, for administrative and training support.

Another Army Reserve initiative is the Specialized Training for Army Readiness (STAR) program which uses civilian schools, rather than traditional Army programs, to train enlisted medical personnel. This program is patterned after a Naval Reserve initiative, Reserve Allied Medical Program (RAMP). It overcomes the inability of the Army training base to provide the large number of training spaces necessary to meet Army Reserve requirements. It also enhances recruiting by allowing reserve soldiers to attend long-term training near home. A prototype program for 200 reserve soldiers will begin in selected locations in March 1989.

A soldier in the STAR program completes basic training and then enrolls in a civilian school to complete an associate degree or technical diploma program in a particular medical specialty. During this time, the individual is in Reserve status attending inactive duty for training and annual training periods. Qualified soldiers receive full tuition, books, and fees for their training as long as they meet school requirements and are working toward certification. Soldiers must serve in the Selected Reserve, in the specialty in which they are trained, one year for each full or partial year of their STAR education.

The STAR program allows an Army Reserve enlistment option in one of eight medical technician fields which have critical personnel shortages. It provides a cost effective and attractive method of providing lengthy skill training for enlisted medical personnel. Retention and skill sustainment of these soldiers should be excellent since participating soldiers choose their career specialty prior to enlisting and will

probably seek civilian employment in the same field after graduation.

In FY 1988, four Naval Reserve Fleet Hospital Operations Courses (FHOC) were dedicated to reservists as part of a 12-day annual training period. During FY 1989, additional training, in conjunction with the FHOC, will include preventive medicine and environmental health; and chemical, biological, and radiological defense.

During the year, the Air National Guard established new requirements for the training of enlisted mental health specialists. Medical readiness squadrons are now authorized this position. Training is provided by the Army's Academy of Health Sciences.

There is a significant shortage of qualified flight nurses and aeromedical evacuation technicians in the Air National Guard. Training quotas at schools are sufficient; however, the length of initial training precludes many from volunteering for this specialty. Additional recruiting manpower would greatly assist recruitment of qualified medical personnel to fill some of these positions. Limitations on promotions in aeromedical evacuation units adversely impact retention, which in turn impacts the ability of these units to conduct sustainment training to meet wartime requirements.

The Air National Guard acquired the Survivable Collective Protection System-Medical in FY 1988. This is a large, airtight shelter capable of surviving sustained combat shocks. It will be placed at a permanent training site to allow medical personnel to train in a simulated nuclear, biological, chemical scenario.

A concept for joint service sustainment training for enlisted medical personnel has been approved by the Reserve Component Medical Council. A preliminary draft of the plan of instruction has been prepared. A test training program is to commence in FY 1989. The Board recommends that this type of interservice training be conducted for common medical skills and that initial test programs be funded and evaluated.

The availability of the Combat Casualty Care Course (C4) from the Joint Medical Readiness Training Center at Camp Bullis, Texas, has been expanded. The expansion plan improves reserve component health care personnel participation in C4 training by increasing the number of training spaces in the resident C4 course, and by exporting the resident C4 curriculum via joint service Mobile

190

Medical Training Teams to National Guard and Reserve units. This enables C4 completion during weekend inactive duty training periods. The plan to expand C4 will be implemented in FY 1989. Course graduates receive Advanced Trauma Life Support certification and recognition from the American College of Surgeons.

Ineffective use of training time to enhance wartime medical skills is cited as one factor adversely affecting medical personnel retention in the reserve components. The National Guard and Reserve are striving to overcome such training detractors.

Medical Exercises

Department of Defense reserve component medical personnel participated in a variety of exercises around the world during FY 1988. The Navy provides medical support for Marine Corps Reserve exercises. The services reported their National Guard and Reserve medical personnel involvement as follows:

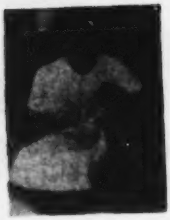
• Army National Guard	1824
• Army Reserve	2130
• Naval Reserve	2030
• Air National Guard	720
• Air Force Reserve	1603
Total	8307

Participation in exercises provides training in battle casualty treatment, as well as invaluable experience in general medical support of troops in a field environment. Training is conducted in general field skills and survival, litter bearing, triage of casualties, emergency care, field sanitation, deployment and mobilization planning, air and ground evacuation procedures, exercise of command and control systems, and interservice and intercomponent coordination.

Unique opportunities exist for medical training in many parts of the world. National Guard and Reserve personnel provided medical support to engineering exercises in Central America. They simultaneously gained valuable experience by treating local civilians with various diseases and medical conditions not seen in the United States. Physicians gain excellent knowledge about tropical medicine from these training tours. Instruction in preventive medicine also was provided in many remote areas.

The Army Reserve provided a medical assessment team to Bangladesh during the year. The team's evaluation of health services in that country was very helpful to that government and provided an excellent training opportunity for medical personnel.

191



Many reserve component units participated in national disaster readiness exercises during the year. These exercises require close coordination between the services, local emergency medical services, fire departments, ambulance services, and local civilian hospitals in the National Disaster Medical System.

Human Immunodeficiency Virus Policy

In August 1988, the Secretary of Defense issued a policy directive on the identification, surveillance, and administration of personnel infected with the Human Immunodeficiency Virus (HIV). The policy applies to military members, candidates for accession, and military health care beneficiaries with serologic evidence of HIV infection.

Policies specifically pertaining to the National Guard and Reserve include:

- Individuals with serologic evidence of HIV infection, who are required to meet accession medical fitness standards in order to enlist or be commissioned, are not eligible for military service with the reserve components.

333

- Reserve component military personnel will be screened for serologic evidence of HIV infection. Those members not on extended active duty are ineligible for medical evaluation and treatment in military medical facilities. These individuals will be counseled regarding the significance of a positive HIV antibody test and referred to their private physicians for medical care and counseling.

- The Secretaries of the Military Departments are to provide for the notification, either through local public health authorities or by Defense Department health care professionals, of the spouses of reserve component members found to be HIV infected. Notifications must comply with the Privacy Act. The Secretaries are to designate all spouses, who are notified under this provision, to receive serologic testing and counseling on a voluntary basis from medical treatment facilities under the Secretaries' jurisdiction. The names of individuals identified to be at risk who are not eligible for military health care are to be provided to local civilian health authorities unless prohibited by the appropriate state or host-nation civilian health authority.

- The Secretaries of the Military Departments may restrict individuals with serologic evidence of HIV infection to nondeployable units or positions within the United States for purposes of force readiness.

234

235

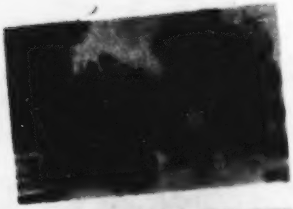
- **Reserve component members with serologic evidence of HIV infection are ineligible for extended active duty except under conditions of mobilization. Reserve component members, who are not on extended active duty or on extended full-time National Guard duty, and who show serologic evidence of HIV infection, will be transferred involuntarily to the Standby Reserve only if they cannot be utilized in the Selected Reserve in nondeployable units.**

The Reserve Forces Policy Board (Board) has recommended a different policy. Excerpts from its position are:

> . . . the Reserve Forces Policy Board (Board) strongly recommends to the Secretary of Defense, as DoD policy, that members of the Ready Reserve tested and determined to be HIV positive, if not discharged, be transferred to the Standby Reserve (Inactive Status List). . . .

Some reasons for these recommendations follow. Current military regulations, as well as disparate State Public Health Laws make it extremely difficult, if not impossible, to maintain required confidentiality when a member of the reserve components tests HIV positive. Once tested positive, the service member no longer is deployable. Reserve component members, unlike active component personnel, who test HIV positive are ineligible for military medical treatment. Finally, there is considerable concern about whether these members could ever be called to active duty upon mobilization. . . .

The active components have great latitude concerning nondeployable units. In the reserve components, however, that is not the case. Nondeployable units or positions are practically nonexistent. The Board feels that this places an undue burden on the reserve components and, therefore, these people should not be allowed to remain in the Selected Reserve.



221

The Board has been informed recently of the opinion of the Department of Defense General Counsel that an automatic transfer to the Standby Reserve is not currently permitted by law. Therefore, the Board further recommends a change to the law in order to permit implementation of the Board's recommendation.

The number of HIV infected personnel in the reserve components is small. Approximately 80 percent of the Army's reserve component personnel have been screened for HIV. Of these, .13 percent have tested positive. The initial testing of reserve component members in troop units was completed in FY 1988. Beginning in FY 1989, HIV screening will be conducted at least every other year for most Guardsmen and Reservists.

In early FY 1988, the Army's policy for its reserve components required that all HIV positive Army reserve component soldiers be transferred to the Standby Reserve if they did not request honorable discharge or, if eligible, elect voluntary retirement. That policy has now been modified to allow HIV infected reserve component soldiers to prove fitness for duty (at their own expenses). If fit, and qualified, these soliders could be utilized in nondeployable Selected Reserve positions, if available.

The Naval Reserve has screened 66 percent of its unit personnel and found .04 percent to be HIV positive. The majority of Naval Reservists will be screened annually except when mobilization assignment to an overseas deployable unit requires screening within six months of the member actually deploying.

HIV screening in the Marine Corps Reserve will be conducted annually for unit members and when physicals are given members of the Individual Ready Reserve. Approximately 85 percent of unit members have been screened with less than .01 percent testing positive.

Beginning in FY 1989, Air National Guard and Air Force Reserve members will be screened every two years. More than 88 percent of Air National Guard members have been screened to date with .08 percent testing positive. Ninety three percent of Air Force Reserve unit personnel have been tested with .17 percent showing HIV positive results.

The Coast Guard screens 100 percent of its Selected Reserve for HIV annually. Very few have tested HIV positive. Members who test positive are considered not fit for duty. If the condition is service connected, the member is afforded the same administrative and medical procedures as active component members. If not service connected, the member will be separated and granted an honorable discharge unless a lesser discharge is warranted for some other reason.

With approximately 491,000 personnel in the Individual Ready Reserve, HIV-screening will have a major impact upon mobilization since many of these individuals will require screening at mobilization sites. Programs are being developed to ensure that this screening can be accomplished. The Board recommends that consideration be given to conducting HIV testing simultaneously with the required Individual Ready Reserve screening. This would reduce the heavy impact of screening upon mobilization.

The services are concerned about the loss of any trained individuals because of HIV infection. Conversely, retention of signficant numbers of HIV infected members could have a negative impact on force readiness.

Dental Panoral Radiographs

One of the most important means for identifying casualties is through the use of dental panoral radiographs—a film record of teeth. Department of Defense policy requires two radiograph copies for each member. One is retained in the individual's dental record and the other is forwarded to a Central Panographic Storage Facility (CPSF) so that the films can be properly stored, catalogued, and retrieved if required.

Some of the reserve components report that nearly 80 percent of their personnel have the dental panoral radiographs in their dental health records. Nearly 50 percent of these have the radiographs on file at the CPSF. Personnel are ineligible for overseas deployment without a suitable dental record on file.

In the initial years of the panographic program, the reserve components experienced difficulty in having the films taken because of the lack of equipment and facilities. Additionally, there was a problem having the records stored at the CPSF because all members

were not enrolled in the Defense Enrollment Eligibility Reporting System (DEERS) and funds were not available to meet the requirements. Although full DEERS enrollment still has not been accomplished in several of the reserve components, other automated systems are being used to assist the storage of National Guard and Reserve members' records. The program for the Coast Guard Reserve remains unfunded. Very few Coast Guard Reserve personnel have dental panoral radiographs in their dental health records. The Air National Guard has given priority emphasis to the acquisition of panographic machines in the last two years and expects to greatly improve its records program in FY 1989.

139

Medical Evacuation

The reserve components of the Army and Air Force provide 74 percent of all Department of Defense dedicated medical evacuation crews. This

140

percentage includes dedicated crews for ground and helicopter ambulance units, as well as crews on Air Force aeromedical evacuation aircraft. The Navy, Marine Corps, and Coast Guard do not assign medical evacuation crews to their reserve components. However, any vehicle or aircraft may be called upon for medical evacuation missions when necessary. Table 34 displays information on medical evacuation crews in the reserve components.

Table 34
MEDICAL EVACUATION CREWS

		FY 1981	FY 1988	Projected FY 1989
Army	Total # MEDEVAC Crews	1826	1910	2005
National Guard	MEDEVAC Crews	772	820	832
	Percent of Total Crews	42%	43%	41%
Reserve	MEDEVAC Crews	420	534	582
	Percent of Total Crews	23%	28%	29%
	RC Percent of Army MEDEVAC Crews	65%	71%	71%
Navy	Total # MEDEVAC Crews	135	135	135
Naval Reserve		0	0	0
Marine Corps Reserve		0	0	0
Air Force	Total # MEDEVAC Crews	536	762	768
National Guard	MEDEVAC Crews	134	182	182
	Percent of Total Crews	25%	24%	24%
Reserve	MEDEVAC Crews	352	530	530
	Percent of Total Crews	66%	69%	69%
	RC Percent of Air Force MEDEVAC Crews	91%	93%	93%
Total DoD	Total # MEDEVAC Crews[1]	2497	2807	2908
	Total # RC MEDEVAC Crews	1678	2066	2126
	RC Percent of Total DoD Crews	67%	74%	73%

Note: 1. Coast Guard has no MEDEVAC crews.

Source: Individual reserve components.

Data as of September 30, 1988.

Medical Equipment

Deployable Medical Systems

The Deployable Medical System (DEPMEDS) equipment consists of standardized modules such as operating rooms, laboratories, x-ray facilities, and patient wards. It can be used by all services and can be configured to varying types or sizes of hospitals or clinics. The system uses the latest medical technology, expendable supplies, and non-medical support equipment. It is fully transportable by military systems.

The Army plans to provide 25 DEPMEDS sets to the National Guard and another 94 sets to the Army Reserve by the end of FY 1996. Good progress is being made on the DEPMEDS distribution plan. The total number of beds fielded by the end of FY 1988 was 4,320.

By the end of the year, the Army National Guard had received one evacuation hospital set for a medical regional training site and three training sets for stateside medical units. In addition, two evacuation hospital sets, designated for Army National Guard units, were fielded to Prepositioned Materiel Configured to Unit Sets (POMCUS) and one evacuation hospital set was fielded to the active component and then aligned as POMCUS Unit Residual Equipment (PURE) to a National Guard unit.

The Army Reserve has received eight sets for stateside medical units. In addition, one combat support hospital set and two evacuation hospital sets designated for Army Reserve units were fielded to POMCUS. One mobile army surgical hospital set and two evacuation hospital sets were fielded to the active component and then aligned as PURE for Army Reserve Units.

POMCUS equipment is stored in overseas theaters for use in the event of mobilization. PURE equipment is on-hand in active component units but will be transferred to a reserve component unit upon deployment of the active component unit overseas. Army National Guard and Army Reserve units are preassigned to PURE DEPMEDS equipment.

Six additional DEPMEDS sets will be provided to medical regional training sites. In FY 1989, a set will go to Ft. Indiantown Gap, Pennsylvania, for the Army National Guard. The Army Rserve will receive one set at Ft. Devens, Massachusetts, and another at Camp Parks, California. In 1990–1992, training sets will be available at Ft. Chaffee, Arkansas; Ft. Gordon, Georgia; and Ft. McCoy, Wisconsin.

Four Army National Guard and eight Army Reserve medical units have received training on DEPMEDS. An additional seven National Guard and 15 Army Reserve units are scheduled for training in FY 1989. Training is keeping pace with the fielding of DEPMEDS equipment.

The Naval Reserve will staff 15 DEPMEDS-equipped fleet hospitals with Selected Reservists. DEPMEDS equipment will not be provided to the Naval Reserve. Rather, the Navy is purchasing and storing the equipment as prepositioned war stocks. Reserve units will be established and commence training in the year prior to Initial Operational Capability (IOC) of the new fleet hospital. Expansion of the Fleet Hospital Training Activity at Camp Pendleton, California, is necessary for the Naval Reserve to meet its goal of 40 percent of personnel trained by the IOC of each hospital.

The other reserve components do not use DEPMEDS equipment.

Other Medical Equipment

In addition to DEPMEDS, all reserve components, except the Naval Reserve, report shortages of both medical and medical support items.

The Army National Gaurd has 76 percent of required medical equipment on-hand. There are shortages of dental chairs, x-ray sets and apparatus, sterilizers, and surgical sink units. Critical shortages in medical support equipment include five-ton trucks, dolly sets, and tentage.

The Army Reserve has only 51 percent of its required medical equipment. It is short dental, x-ray, and laboratory sets. The percentage of required medical support equipment on-hand is only 29 percent. The lack of trucks, water trailers, generators, and radio sets would seriously hamper medical units from moving and communicating on the battlefield.

The Air National Guard has approximately 75 percent of its required medical equipment. General mission medical equipment is at approximately 95 percent. Items for units' support contingency and wartime missions are at 50 percent. Nuclear, biological, and chemical protective equipment; cold weather gear; communications equipment; generators; vehicles; and tentage are notable shortages in medical units.

343

344

345

346

The Air Force Reserve has 89 percent of its required medical equipment. Shortages exist in air evacuation contingency kits, portable liquid oxygen units, suction apparatus, water test kits, and radiac detectors. Medical support equipment shortages include forklifts, radios, radio test equipment, water trailers, generators, vehicles, tents, and tent heaters.

Minor medical contingencies can be supported by all of the reserve components. However, current shortages of both medical equipment and medical support equipment would have a serious negative impact on the accomplishment of wartime missions.

Hospital Ships

In August 1988, members of the Reserve Forces Policy Board visited the USNS COMFORT, one of the Navy's two hospital ships. When fully staffed, the ship, with its excellent equipment and facilities, represents an extraordinary capability to treat and support battlefield casualties. It is staffed by active component medical personnel and by civilian personnel who operate the ship. The Board is concerned that the ship is manned only by active component personnel and that there is no opportunity for reserve component personnel to train on the ship's modern medical equipment and facilities. Original manning documents included Reserve billets but they were changed to active component billets in 1987. Billets have again been identified for possible Selected Reserve manning. A working group has been convened to work towards restoration of these billets if Reserve manning is again approved.

Summary and Recommendations

More than two-thirds of medical personnel support and approximately three-fourths of Department of Defense dedicated medical evacuation crews in wartime will be provided by the reserve components. Critical shortages of officers and enlisted personnel with wartime medical skills and properly equipped medical care facilities in the National Guard and Reserve are matters of concern. Budget reductions in the medical area have adversely impacted all of the components.

Progress is being made in recruiting, retention, and equipping of the medical forces. Training for medical personnel in some of the critically short specialties is being made more practical. Flexibility has been built into training programs and opportunities so that they fit better into medical professionals' schedules. As a result, medical readiness should begin to show improvements.

Medical exercises have enhanced the ability of the services to properly evaluate, treat, and evacuate patients to rear echelons for care and subsequent return to duty. These exercises increase medical readiness in the reserve components.

The Board recommends:

- members of the Ready Reserve who are tested and determined to be HIV positive, if not discharged, be transferred to the Standby Reserve (Inactive Status List).
- a change to the law in order to permit implementation of the Board's recommendation stated above.
- consideration be given to conducting HIV screening simultaneously with the screening of the Individual Ready Reserve, which is required by law.
- conduct interservice training for common medical skills, and that initial test joint service training programs be funded and evaluated.

249

250

251

Facilities 7

355

General

The reserve components manage more than 5,300 facilities in about 4,800 communities around the nation and overseas. These facilities are necessary for administration, training, and mobilization of the National Guard and Reserve. Sufficient facilities are required to support force structure, training of the force, and equipment modernization programs. Some sites are used for storage or maintenance of equipment.

As additional missions are given to the reserve components, increasing attention needs to be paid to the adequacy of facilities. There have been many facility improvements in recent years. However, many armories, reserve centers, training sites, storage areas, and maintenance facilities remain inadequate. Force structure, mission, and equipment changes have caused facilities to become inadequate. Other facilities no longer meet safety or security needs. Inadequate training, storage, maintenance, and administrative facilities can adversely impact unit readiness.

Overall, funding for military construction and maintenance of reserve component facilities is insufficient. Backlogs of projects in all components continue to increase.

Many training, maintenance, and storage facilities are used jointly by different components. For example, Air National Guard units and Air Force Reserve units often share airfield space, with one component responsible for management of the facility and the other a tenant. The Naval Reserve and Marine Corps Reserve share some facilities. The Coast Guard Reserve uses other services' reserve centers as well as active component facilities. In some instances, more than two components share facilities. Multiple service use of facilities is economical and should be exploited where possible.

Some National Guard or Reserve unit equipment, that will be needed upon mobilization, is not required for routine

356

training. Such equipment may be prepositioned in other locations where it will be readily accessible if a unit is mobilized. The Marine Corps Reserve allots only a training allowance of equipment to its units. The remainder of the units' authorized equipment is prepositioned. Programs of this nature reduce storage problems at the unit level.

The location of a reserve component facility can affect recruiting efforts by the services. Proximity of a National Guard or Reserve member to a training site may influence choices to join or remain in a reserve component. The appearance of the training center contributes to recruiting, retention, and effectiveness of training. Appearance also may influence community attitudes towards the National Guard or Reserve.

Facilities in the community may be the only visual symbol to many citizens of the resolve of the nation to provide for its defense. These factors can directly affect the readiness of units at a particular location.

Mobilization Facilities

Upon mobilization, many reserve component facilities will be closed. Training of the force will be consolidated into approximately 1,200 larger mobilization sites. The Army closes the most facilities as its National Guard and Reserve units prepare for deployment. The Marine Corps Reserve will concentrate its forces, after initial processing at home stations, at stations of initial assignment.

Some reserve component units will deploy directly to the theater of operations from their home stations.

295

296

However, most units will continue training at mobilization sites or stations of initial assignment prior to deployment. Units needing additional equipment, prior to deployment, may receive it at these installations, at ports of embarkation, or from prepositioned stocks.

Naval Reserve, Air National Guard, and Air Force Reserve aviation units generally mobilize at their peacetime training stations where any necessary training and administrative processing for overseas deployment is accomplished.

The Coast Guard Reserve has only three units that deploy outside the continental United States upon mobilization. Less than 25 percent of the Coast Guard Reserve reports to interim locations prior to deployment to ships or overseas locations where they individually augment gaining commands. The remainder of the Coast Guard Reserve reports directly to their gaining commands.

Most mobilization sites and stations of initial assignment are generally adequate for reception, processing, and training of mobilized personnel. Adequate housing may not be available at peak periods. Contract housing and contract feeding may be required at some locations. At locations where facilities are shared among components, more extensive planning may be required for full mobilization of all components.

The ability of mobilization sites to respond to the needs of limited mobilization is tested occasionally. However, tests of full mobilization surge capabilities, required by current mobilization plans, have not been conducted at most facilities recently. The Board recommends that tests of surge capabilities at mobilization sites be planned, funded, and conducted to evaluate manning, training space adequacy, and housing capacity at each facility. These tests should help determine whether current mobilization plans can be supported.

Major Construction

Major construction of facilities for the reserve components is necessary to replace or renovate existing buildings. Additionally, facilities are needed to accommodate new force structure and larger equipment being distributed to the National Guard and Reserve. New missions, larger units, and relocation of reserve centers and armories because of changing demographics, receive priorities for construction funds. The Coast Guard Reserve does not have a segregated military construction budget and does not have separate buildings for its exclusive use. One hundred fifty-seven major construction projects for the reserve components were completed in FY 1988. See Table 35. Nearly twice that number of major construction projects are scheduled for completion in FY 1989.

Table 35
MAJOR CONSTRUCTION PROJECTS

	ARNG	USAR	USNR	USMCR	ANG	USAFR	TOTAL
Completed FY 1988	35	21	10	3	59	29	157
Projected FY 1989	140	38	13	5	56	44	297

Source: Individual Reserve Components.
Data as of September 30, 1988.

Some recently completed projects had been planned in earlier years but had to wait for funding. Examples of projects completed include armories and reserve centers (some for joint use); equipment maintenance and storage facilities; training facilities for specialized or regional training; special buildings for training devices or simulators; and rehabilitation of aging utility systems. However, budgetary constraints may hamper completion of all of these planned projects.

Force structure growth and equipment conversions to modern aircraft, equipment, and vehicles require modern facilities for efficient and safe operation. Delays in providing appropriate unit facilities affects modernization plans as well as morale and motivation of personnel. As a result, retention, recruiting, and unit readiness may be reduced.

Unfunded Major Construction Requirements

The value of required, but unfunded, major contruction projects for the reserve components approximates $7.4 billion. Unfunded requirements in each component at the end of FY 1988 were:

• Army National Guard	$2.7B
• Army Reserve	$1.9B
• Naval Reserve	$1.0B
• Marine Corps Reserve	$0.1B
• Air National Guard	$1.0B
• Air Force Reserve	$0.7B
Total	$7.4B

More than 60 percent of this $7.4 billion requirement is in the Army's reserve components. Failure to meet planned construction requirements each year has caused the value of unfunded projects to grow. Annual funding has not kept pace with new requirements.

Many projects for the reserve components have been designed but remain unfunded due to budgetary constraints. Delays in designed projects also increases costs. Continued use of antiquated or inefficient facilities causes additional costs for operations and maintenance. This decreases funds available for training. The result is reduced mobilization readiness.

Inadequacy of Buildings

Although there have been significant improvements in building adequacy in some components, many buildings used by the National Guard and Reserve are grossly inadequate. Some were intended as temporary structures but are still being used. Table 36 displays the number and percentage of all buildings considered inadequate by each reserve component. The table also shows improvements reported since last year. The significant change in Naval Reserve data is due mostly to a reevaluation of adequacy standards. Additional construction and repair funds are needed to resolve the problem of inadequate facilities. Revitalization of existing physical plants will continue to suffer as new initiatives claim priority on available funds.

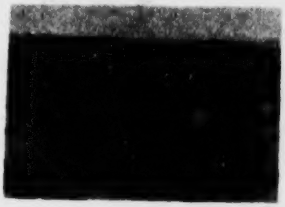
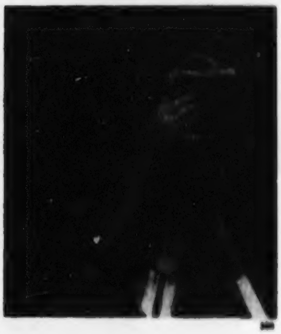


Table 36
SERVICE ESTIMATES OF BUILDING INADEQUACY

	ARNG	USAR	USNR	USMCR	ANG	USAFR	USCGR	Total
Reason for Inadequacy								
Obsolescence	5119	164	71	12	900	126	0	6392
Size	1129	110	164	0	700	112	147	2362
Condition	2525	206	144	0	0	41	0	2916
Total Inadequate	8773	480	379	12	1600	279	147	11670
Number of Buildings Managed	21970	2184	1919	89	4800	697	240	31899
Percent Considered Inadequate								
FY 1988	39.9%	22.0%	19.7%	13.5%	33.3%	40.0%	61.3%	36.6%
FY 1987	52.0%	21.0%	71.2%	35.1%	20.0%	50.7%	62.0%	NA

Source: Individual reserve components.

Data as of September 30, 1988.



Military Construction Budget

Military construction backlogs exist in the reserve components. In spite of this, and because of budgetary constraints, amounts requested for military construction funding are declining. Congress, however, did provide more funds for reserve component military construction in FY 1988 and FY 1989 than requested by the Department of Defense. Table 37 shows the amounts requested and appropriated for FY 1988 and FY 1989, along with a projected request for FY 1990. This table also displays service estimates of continued growth in the construction backlog.

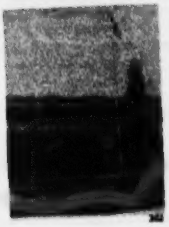


Table 37
MILITARY CONSTRUCTION FUNDING
(Millions of Dollars)

	FY 1988	FY 1989	Projected FY 1990
Army National Guard			
Military Construction Request	170.4	138.5	125.0
Military Construction Appropriation	184.4	229.2	N/A
Construction Backlog Cost—FY End	2500.0	2660.0	3714.0
Funds Committed to Backlog Construction	170.5	215.2	120.2
Funds Committed to Backlog of Maintenance and Repair	5.6	1.4	0.0
Army Reserve			
Military Construction Request	95.1	79.9	76.9
Military Construction Appropriation	95.1	86.0	N/A
Construction Backlog Cost—FY End	1900.0	1905.7	2358.1
Funds Committed to Backlog Construction	95.1	86.0	76.9
Funds Committed to Backlog of Maintenance and Repair	14.9	4.9	5.5
Naval Reserve			
Military Construction Request	75.7	68.4	60.3
Military Construction Appropriation	75.7	60.9	N/A
Construction Backlog Cost—FY End	997.0	1046.0	1076.0
Funds Committed to Backlog Construction	67.1	55.5	44.2
Funds Committed to Backlog of Maintenance and Repair	31.6	37.5	30.0
Marine Corps Reserve			
Military Construction Request[1]			10.6
Military Construction Appropriation[1]			N/A
Construction Backlog Cost—FY End	85.8	94.1	98.8
Funds Committed to Backlog Construction	27.2	5.0	10.0
Funds Committed to Backlog of Maintenance and Repair	5.5	5.6	5.5
Air National Guard			
Military Construction Request	160.8	147.5	164.6
Military Construction Appropriation	151.5	158.5	N/A
Construction Backlog—FY End	1065.5	1081.5	1150.0
Funds Committed to Backlog Construction	19.0	52.0	55.0
Funds Committed to Backlog of Maintenance and Repair	40.0	42.0	68.1
Air Force Reserve			
Military Construction Request	79.5	58.8	46.2
Military Construction Appropriation	79.5	70.6	N/A
Construction Backlog Cost—FY End[2]	715.8	911.2	918.6
Funds Committed to Backlog Construction	17.4	38.0	17.8
Funds Committed to Backlog of Maintenance and Repair	5.0	7.0	10.0
DoD Totals[3]			
Military Construction Request	579.5	472.9	488.6
Military Construction Appropriation	585.8	605.2	N/A
Construction Backlog Cost—FY End	7258.1	7698.5	8295.5
Funds Committed to Backlog Construction	396.3	417.7	322.1
Funds Committed to Backlog of Maintenance and Repair	100.4	98.4	95.1

Notes: 1. Marine Corps amounts included in Navy Department for FY 1988 and 1989.
2. Air Force Reserve redefined "backlog" in FY 1988.
3. Coast Guard Reserve does not have military construction funding.

Data as of September 30, 1988.

Source: Individual reserve components.

Table 37 also shows amounts committed to reducing construction backlogs. The Army National Guard, Air National Guard, and Air Force Reserve are increasing the amounts allocated for backlog reduction.

Deferral of military construction projects due to constrained resources increases the amount of funding required for maintenance and repair accounts. Accordingly, the backlogs for maintenance and repair in the National Guard and Reserve continues to grow. Amounts committed or planned for reduction of the backlog of maintenance and repair accounts are shown in Table 37.

According to budget request projections through FY 1991, major construction funds will be reduced approximately 30 percent, minor construction project funding will be increased 36 percent, and funds for planning and design will decline approximately 44 percent.

Base Closures

Base closures can have a significant impact on reserve component training and the amount of money which must be spent on transportation to training sites. The Board cautions that serious consideration should be given to the impact of base closures on the reserve components. Where possible, some facilities, or portions thereof, might be transferred to a reserve component to reduce the impact of inadequate facilities. Transfers could also reduce the amount of funds required in the defense budget for reserve component facility construction. Some of the bases proposed for closure could become mobilization sites or storage facilities for mobilization equipment, thus reducing requirements for construction or leasing of new facilities.

Equipment Storage

Equipment modernization of the reserve components has dramatically increased the requirement for adequate storage facilities. Size of the equipment, additional support equipment for sophisticated weapon systems, and increased amounts of equipment distributed to the National Guard and Reserve have caused severe shortages of storage space. Modern equipment provides improved capability and compatibility. It must be stored where it can be readily maintained. Only the Air Force Reserve reports adequate storage facilities for nearly all its equipment.

Storage and maintenance facility requirements have been identified in most components for such things as bulk, prepackaged, mobilization equipment; vehicles; aircraft; sea vessels; DEPMEDS hospital sets; electronic countermeasures pods; munitions; and special purpose vehicles.

Many National Guard and Reserve facilities are inadequate in size and cannot be expanded to accommodate the new equipment. Some remote storage arrangements lack proper security, reduce the availability of equipment at training locations, and unnecessarily increase equipment usage. Training with equipment may be reduced due to the added time needed to get equipment from storage areas. Newer aircraft often have different storage, maintenance, and operational requirements than equipment being replaced.

Many units would exceed their storage capacity if all authorized equipment were provided. The Army's reserve components and the Marine Corps Reserve issue, to some units, only that equipment needed for training. This reduces storage requirements at the unit level. Full mobilization sets are stored elsewhere or prepositioned overseas.

Budget constraints on military construction funding makes long term leasing of storage and maintenance facilities a practical solution to short range storage problems. This may not be the least expensive solution over the long term but equipment can be easily protected through leasing arrangements. Special outdoor unheated storage buildings are being acquired by some components to reduce the scope of the storage problem.

Indoor storage facilities are not feasible for all equipment. It must be realized, however, that equipment stored outside is subject to more rapid deterioration than when properly stored in protective shelters. Outside storage also requires increased equipment maintenance and subsequently reduces time available for training.

Post mobilization equipment in storage is occasionally unpacked and tested by the National Guard and

Reserve during training exercises. This testing provides for rotation of stock and evaluates the effectiveness of the storage system to support rapid mobilization.

Facilities-related problems mentioned by the Board in earlier reports continue to be of concern. Some of these are inadequacy of small arms firing ranges (both indoor and outdoor), encroachment by civilian housing and commercial businesses on training lands and spaces, and environmental concerns such as noise "pollution".

Summary and Recommendations

Each of the reserve components have identified additional facility requirements. Many of these have been continued from year to year because of resource constraints. New missions and increasing distribution of modern equipment to the reserve components are stretching the adequacy of facilities—whether they be for administration, training, maintenance, or storage.

Facility requirements continue to be added at the same time as backlogs in construction projects, and in maintenance and repair projects, continue to grow.

Military construction funds, as well as maintenance and repair funds, for the reserve components, should be increased to keep pace with facility needs. Inadequacy of facilities degrades the effectiveness of training. Equipment deteriorates when exposed for extended periods to the environment. The condition of facilities used for training influences recruiting and retention of National Guard and Reserve members.

The Board recommends:

- tests of surge capabilities at mobilization sites be planned, funded, and conducted to evaluate manning, training space adequacy, and housing capacity at each facility.
- increase military construction appropriations for the National Guard and Reserve to keep pace with increasing roles and responsibilities.
- additional funding be requested and appropriated to reduce the backlogs in construction and maintenance and repair projects in the reserve components.

270

271

272

Readiness 8

375

General

Joint Chiefs of Staff Publication 1 (JCS-1) defines readiness as "the ability of the military forces, units, weapon systems or equipment to deliver the output for which they were designed." Measuring and reporting readiness of the reserve components of the United States is a complex and sometimes subjective exercise.

There is no simple means for measuring readiness. An objective and uniform readiness measuring system for reporting unit readiness does not exist. As a result, many people resort to using the Status of Resources and Training System (SORTS) as a way of measuring readiness. This is not what the system was designed for and can be very misleading. It is reasonable to believe, however, that a unit, which is resourced fully with its personnel and equipment and trained properly in individual and unit skills, should be ready to perform its mission.

Status of Resources and Training System

FY 1987 was the first full year in which units reported status under SORTS. The system was established by the Joint Chiefs of Staff (JCS) to provide uniform policy and criteria, for selected active and reserve component units, to report the level and condition of unit resources and the level of training. Based on this policy, each service develops implementing instructions indicating which units are to report and what should be reported. Units report four resource areas under SORTS—personnel, equipment and supplies on hand, equipment condition, and training. An overall unit resource area, based only on resources organic to and training under the operational control of the reporting unit, is also provided.

Each resource area is assigned one of five category levels under SORTS. The levels are used primarily as a management tool and merely indicate a unit's peacetime status, at the time of the report, relative to the wartime requirement. Category levels do not project a unit's combat ability once mobilized. Definitions of the category levels are:

- C-1—Unit possesses the required resources and is trained to undertake the full wartime mission for which it is organized or designed.
- C-2—Unit possesses the required resources and is trained to undertake the bulk of the wartime mission for which it is organized or designed.
- C-3—Unit possesses the required resources and is trained to undertake major portions of the wartime

mission for which it is organized or designed.

- C-4—Unit requires additional resources and/or training in order to undertake its wartime mission, but if the situation dictates, it may be directed to undertake portions of its wartime mission with resources on-hand.
- C-5—Unit is undergoing a service-directed resource change and is not prepared, at this time, to undertake the wartime mission for which it is organized or designed.

Interpreting Readiness Data

A SORTS report indicates a unit's resource and training status on a particular date, in the areas evaluated. The report should be only one of several indicators employed to determine reserve component unit readiness. SORTS category levels alone do not indicate a unit's readiness. Tangible factors such as numbers of personnel, training, equipment, facilities, and funding all impact on readiness. Intangible factors such as leadership; morale; cohesiveness; skill retention; and physical fitness, strength, and stamina of individual members also affect a unit's combat readiness.

In addition to SORTS, the results of mobilization tests, combat readiness evaluations, operational readiness inspections, and other criteria must be examined to determine the true combat readiness of a reserve component unit. There is no single number that can be pointed to as representing the readiness of a unit, or an entire reserve component. Determining readiness is a complex evaluation process.

876

877

Readiness, even when completely and accurately evaluated, is only one of many factors that go into determining military capability. Military capability is defined by JCS-1 as "the ability to achieve a specified wartime objective". Readiness is only one supporting pillar of military capability. The others are force structure, modernization, and sustainability. The abilities to mobilize and deploy the forces must also be considered when analyzing military capabilities of the reserve components.

There are other factors that must be considered when measuring readiness. Department of Defense policy is to equip first, those reserve component units that will be first to fight. Readiness is limited by assets and time available. It is not expected that all

278

reserve component units will be 100 percent ready during peacetime. Some units are not organized, resourced, or authorized to achieve that level. Some units will not receive all of their equipment until mobilized and, therefore, cannot be considered ready until that time. Other units may not be ready due to a recent reorganization, or because they have received new equipment with which they have not had an opportunity to train. Many of these organizations could rapidly be made ready to deploy with an intense period of training.

If a unit is not adequately trained or resourced with personnel or equipment, and there are no immediate plans to raise the unit to a status whereby it can undertake major portions of its mission; and if such a unit is not identified specifically as a "cadre"-type unit; then, in this era of budget constraints, policy makers need to give consideration to deactivating the unit and placing its assets where they can be more effectively employed.

Mobilization preparedness is a major objective of the reserve components. All components, except the Coast Guard Reserve, utilize the Status of Resources and Training Systems report as an indicator of unit status. The SORTS report alone does not present a complete picture of unit readiness. All factors and indicators must be carefully analyzed to determine true mobilization and combat readiness of a reserve component unit.

SORTS Profile of the Reserve Components

Table 38 presents major limiting factors of the reserve components, as reported through SORTS.

279

Table 38
SORTS[1] PROFILE OF RESERVE COMPONENTS AND MAJOR LIMITING FACTORS

	Limiting Factors FY 1988[2]	
	Most Critical	Second Most Critical
Army National Guard	Personnel (Individual Skill Qualification)	Personnel (Strength)
Army Reserve	Personnel (Strength)	Personnel (Individual Skill Qualification)
Naval Reserve		
Commissioned	Equipment On-Hand	Equipment Condition
Reinforcing/Sustaining (R-S)	Training	Personnel (Strength)
Marine Corps Reserve	Personnel (Strength)	Equipment Condition
Air National Guard	Personnel (Strength)	Training
Air Force Reserve	Personnel (Individual Skill Qualification)	Training
Coast Guard Reserve	Personnel	Training

Overall DoD Selected Reserve	% C-3/R-3 or Better	Limiting Factors	
FY 1988	81	Personnel	Training
FY 1987	73	Personnel	Equipment Condition
FY 1986	70	Equipment On-Hand	Personnel

Notes: 1. Status of Resources and Training System.

2. Limiting factors are based on number of units affected as reported in SORTS.

Source: Individual reserve components.

Data as of September 30, 1988.

An analysis of SORTS discloses the following:

- Of the reporting units, 81 percent were rated C/R-3 or better at the end of FY 1988.
- All reserve components reported that the percentages of units reporting C/R-3 or better increased over FY 1987, except for commissioned units of the Naval Reserve. This may, in part, be due to a 27 percent increase

between FY 1987 and FY 1988 in the number of reporting units in the Naval Reserve.

- The table shows limiting factors of each reserve component as reported through SORTS. Overall limiting factors to Department of Defense reserve component readiness in FY 1988, in order of total number of units affected, were personnel shortages, individual skill qualification, equipment condition, equipment on-hand, and training. Personnel, training, and equipment problems are discussed in other chapters of this report.

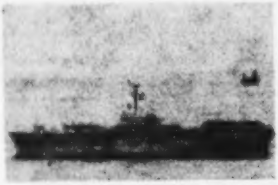
Readiness Limiting Factors

Accounting for all factors, the reserve components informed the Board of what they perceive to be their most serious limiting factors to readiness in FY 1988.

One of the most critical limiting factors for the Army reserve components and the Marine Corps Reserve is lack of military occupational specialty qualification. This problem is discussed in the Personnel Chapter of this report. Another critical readiness limiter for the Army reserve components and the Marine Corps Reserve is equipment shortages. The Naval Reserve commissioned units also have equipment problems. These are discussed in the Equipment Chapter of this report.

Availability of training, particularly at inland training centers, is the most serious readiness limiter for Naval Reserve reinforcing/sustaining units.

Pilot availability, to accomplish increased training demanded by more modern and sophisticated aircraft, was the most critical readiness limiter identified by the Air National Guard. The Air National Guard is taking steps to alleviate this problem by developing



specially tailored training programs, and by revising inspection schedules so that more time can be spent on training.

The Coast Guard Reserve reported that it has insufficient resources to develop a Selected Reserve adequate to meet even half of its highest priority mobilization manpower requirements.

Summary

There is no single objective and uniform readiness system for reporting unit readiness for the reserve components. However, when all indicators are considered, the Board believes that, although there are problem areas, the reserve components are generally ready, and in a better posture to mobilize and accomplish wartime missions than in any previous period reviewed by the Board.

Some units can undertake only a portion of assigned wartime missions or are not prepared to perform missions because of service-directed resource changes. Many factors, delineated elsewhere in this report, adversely impact a unit's overall readiness. They include skill qualification levels, shortages of full-time support personnel, medical personnel and equipment shortages, turbulence caused by personnel turnover and force structure changes, incompatible or insufficient equipment, inadequate facilities, and a variety of training issues.

Resolution of these reserve component problem areas requires continued emphasis and support from all levels to include the services, the Department of Defense, and the Congress. The National Guard and Reserve are a vital part of the national security and must be kept ready to support national strategy.

Board Activities in FY 1988 A

General

Activities were conducted during FY 1988 to enable the Board to fulfill its mission as "principal policy adviser to the Secretary of Defense on matters relating to the reserve components." (10 USC 175(c)). Activities included quarterly meetings; a field study; briefings; and meetings with defense policy makers, Congressional leaders, leaders from executive departments and agencies, as well as from the private sector.

Board Meetings and Committees

The Board met in FY 1988 on the following dates:

- December 7–9, 1987
- March 7–9, 1988
- June 4–12, 1988
- September 12–14, 1988

The Board uses standing committees to study and formulate recommendations on issues relating to the National Guard and Reserve. Those committees include:

- Logistics Committee
- Personnel Committee
- Training and Mobilization Committee

In addition, a special Ad Hoc Committee was formed to address specific aviation issues in the reserve components.

Field Study

Members of the Board and staff conducted a field study in Switzerland and Israel during the period June 4–12, 1988. The purpose of the study was to examine and understand the reserve component programs and systems of those countries. A field study report, "Overseas Study of Reserve Component Issues", was published by the Board. Copies are available upon request. The following elements and commands were visited:

Switzerland

- U.S. Embassy
- Swiss Ministry of Defense
- Swiss 7th Armor Regiment
- Swiss Air Force and Antiaircraft Troops

Israel

- U.S. Embassy
- Israel Ministry of Defense
- Balish Field Unit Training Center

- Regional Mobilization Center
- Reserve Training Center
- Israel Aviation Industries (IAI)
- Israel Defense Force Recruit Training Base
- Civil Defense Instruction Center
- Ashod Navy Base

Briefings Received by the Board

- Army Survival, Recovery, and Reconstitution System
- First U.S. Army Exercise OPERATION GOLDEN THRUST
- Hospital Ship USNS COMFORT
- JCS Exercise PROUD SCOUT
- Low Intensity Conflict
- Medical Reserve Recruiting Campaign
- National Committee for Employer Support of the Guard and Reserve
- National Guard Participation in Drug Interdiction
- Naval Reserve Force Ships
- Operational Use of Naval Reserve Forces
- Realignment of the 81st Infantry Brigade, Washington Army National Guard
- Report on Joint Medical Exercise
- Reserve Component 200K Call-Up
- Reserve Component Logistics Training Study
- 1986 Reserve Components Survey
- Sixth Quadrennial Review of Military Compensation

- Sociology of the National Guard and Reserve
- The Air Force Reserve
- The Air National Guard
- The All-Volunteer Force
- The Army National Guard
- The Army Reserve
- The Coast Guard Reserve
- The Marine Corps Reserve
- The National Guard Bureau
- The Naval Reserve
- 10 USC 673b Authority and the War Powers Act
- U.S. Army Field Feeding System
- U.S. Central Command
- U.S. Coast Guard
- U.S. Marine Corps Force Structure Changes
- U.S. Special Operations Command
- Watkins v. U.S. Army

290

Meetings with Military and Civilian Leaders

- Acmon, Colonel Uri Commander,
  Armor Brigade, Israeli Defense Forces
- Andres, Colonel Dudley M. (USA)
  Deputy Chief of Staff For Operations,
  First U. S. Army
- Arieli, Captain Beny
  Deputy Chief of Staff, Personnel,
  Israeli Naval Forces
- Bailey, Captain Harry E. (USNR)
  Reserve Coordinator
  Deputy Chief of Naval Operations
  (Surface Warfare)
- Bavaria, Colonel Joseph A. (USAF)
  Defense/Air Attaché, U.S. Embassy,
  Israel
- Ben-Shoshan, Rear Admiral Avraham
  Commander, Israeli Naval Forces
- Binder, Corps Commander Rolf
  Swiss Army Chief of Staff, Training
- Bowles, Captain Hugh C. (USN)
  Joint Exercise and Training Division
  J-7, Joint Staff
- Brick, Mr. Samuel T., Jr.
  Director, Legislative Reference
  Service, Office of the General Counsel,
  Office of the Secretary of Defense
- Burdick, Major General Donald (USA)
  Director, Army National Guard
- Carlucci, Honorable Frank C.
  Secretary of Defense
- Chen, Brigadier General Yitzhaky
  Commander, Training Center,
  Israeli Defense Forces
- Christen, Corps Commander Jean-Rodolph, Swiss Army Commander,
  1st Corps
- Conaway, Major General John B.
  (USAF), Vice Chief, National Guard
  Bureau
- Crist, General George B. (USMC)
  Commander-in-Chief,
  United States Central Command
- Dixon, Colonel Howard L. (ANGUS)
  Army-Air Force Center for Low
  Intensity Conflict
- Duncan, Honorable Stephen M.
  Assistant Secretary of Defense
  for Reserve Affairs
- Durig, Corps Commander Walter
  Commander-in-Chief, Swiss Air
  Force and Antiaircraft Troops
- Eitan, Lieutenant General Rafael (Ret.)
  Former Chief of Staff,
  Israeli Defense Forces
- Fischer, Divisionnaire Karl
  Swiss Army, Chief of Infantry
- Flueckiger, Colonel J. Peter
  Swiss Army Chief of Information
  Service, Training Group

- Goren, Brigadier General Ron
  Deputy Chief of Staff,
  Israeli Air Force
- Hanke, Colonel James S. (USA)
  Army Attaché, U.S. Embassy, Israel
- Hassett, Mr. Fred
  Deputy Chief of Mission,
  United States Embassy,
  Switzerland
- Hod, Major General Mordechi (Ret.)
  Chairman of the Board, Israel Aircraft
  Industries (Former Chief of Staff
  Israeli Air Force)
- Holmes, Forrest S., Esq.
  Office of the General Counsel
  (Personnel and Health Policy),
  Office of the Secretary of Defense
- Hurley, Brigadier General Paul (USA)
  Director of Transportation,
  Energy, and Troop Support
  Department of the Army
- Jordan, Divisionnaire Daniel
  Swiss Army Commander,
  1st Armor Division
- Jung, Divisionnaire Werner
  Swiss Air Force Chief of
  Command and Operations
- Lawrence, Mr. G. Andrew
  Executive Director, National
  Committee for Employer Support
  of the Guard and Reserve
- Lessey, Honorable Samuel K., Jr.
  Director, Selective Service System
- Lindsay, General James J. (USA)
  Commander-in-Chief,
  United States Special
  Operations Command
- Mauden, Colonel Brian D. (ANGUS)
  Chief, Mobilization Division,
  Office of the Assistant Secretary of
  Defense for Reserve Affairs
- Mayer, Honorable William, MD
  Assistant Secretary of Defense
  (Health Affairs)
- Meetze, Major General Henry W.
  (USAR), Chairman, 6th Quadrennial
  Review of Military Compensation
  Steering Committee
- Montgomery, Congressman G. V.
  (Sonny), House Armed Services
  Committee
- Moskos, Doctor Charles C.
  Professor, Northwestern University
  and Chairman, Inter-University
  Seminar on Armed Forces
  and Society
- Pickering, Honorable Thomas R.
  United States Ambassador to Israel
- Rabin, His Excellency Yitzhak
  Minister of Defense of Israel
- Record, Doctor Jeffrey
  Senior Research Fellow,
  Hudson Institute
- Rush, Colonel Francis M. (USAF)
  Staff Director, 6th Quadrennial
  Review of Military Compensation

- Scheer, Major General Roger P. (USAF), Chief of Air Force Reserve
- Shaw, Mr. Dennis R.
  Deputy Under Secretary
  of the Navy (Policy)
- Sheafer, Rear Admiral Edward D., Jr (USN), Deputy Director, JCS Support
  Defense Intelligence Agency
- Smith, Rear Admiral F. Neale (USNR)
  Director of Naval Reserve
- Steinberg, Colonel Barry P. (USA)
  Chief, Litigation Division,
  Office of the Judge Advocate General,
  United States Army
- Tamary, Brigadier General Nelemir
  Commander, Emergency Stores Unit,
  Israeli Defense Forces
- Temple, Lieutenant General
  Herbert R., Jr. (USA), Chief, National
  Guard Bureau
- Vardi, Brigadier General Aharon
  Commander, Civil Defense
  Instruction Center, Israel
- Vilnay, Major General Matan
  Chief "A" Branch,
  Israel Army Defense Forces
- Ward, Major General William F. (USA), Chief, Army Reserve
- Weber, Mr. Frank
  Chief of Command Systems Branch,
  Mobilization Division,
  Department of the Army
- Weeks, Colonel Leo (USA)
  Defense Attaché, U.S. Embassy,
  Switzerland
- Whittlesey, Honorable Faith Ryan
  United States Ambassador
  to Switzerland
- Yost, Admiral Paul A., Jr. (USCG)
  Commandant,
  United States Coast Guard

Board Staff

The Board's full time staff includes military and civilian personnel.

Staff Directors:

- Colonel Philip R. Fogle, USAR
- Captain Donald C. Gillies, USNR
- Colonel Billy R. Lingo, USAFR
- Colonel Jerry D. Simmons, ARNGUS
- Colonel William R. Young, USMCR

Enlisted Advisor

- Master Sergeant Georgianna A. Hildebrandt, USMCR

Executive Secretary

- Mrs. Brenda Dent

Secretary

- Ms. Yvette Scott

The Board is also supported and assisted by others who contribute to special projects and activities. They include:

- Colonel A. Bowen Ballard, USAFR
- Lieutenant Richard M. Brierly, USCGR
- Colonel Ray L. Burns, USA
- Lieutenant Colonel Robert Burns, III, USAF
- Colonel James V. Dugar, ANGUS
- Yeoman First Class Nancy E. Frey, USNR
- Second Lieutenant Josie F. Jackson, USAFR
- Colonel Gerald S. Kean, ANGUS
- Captain Raymond F. Knapp, USAFR
- Mr. John Lee
- Second Lieutenant Lawrence E. McDermott, USAFR
- Mr. Ernest Milner
- Captain Ned D. Moore, Jr., USNR
- Commander Michael E. Moore, USCG
- Colonel Richard E. Moss, ANGUS
- Colonel Terry D. Norris, USAFR
- Lieutenant Colonel Kenneth R. Powell, USAR
- Lieutenant Colonel Fred P. Reinero, USAF
- Lieutenant Commander Peter J. Reynierse, USNR
- Captain Jayson C. Seal, USMCR
- Captain Roger W. Triftshauser, USNR
- Colonel Terry Ward, USAF
- Colonel Ernest R. Zuick, CA ANG

Index to Photographs B

Photo Credit **Page**

1. District of Columbia ARNG Photo xxvi
2. Florida ARNG Photo by Todd E. Bridges xxvi
3. California ANG Photo by Maj. Michael W. Ritz, 146th TAW xxvi
4. California ARNG Photo by CW3 Bill Wilson xxvii
5. USAR Photo by SSG Ed Bosanko, 97th ARCOM xxxiii
6. Minnesota ANG Photo by Lt Col Don Borowski, Massachussetts ANG .. xxxiii
7. USMCR Photo xxxiv
8. USNR Photo xxxiv
9. General Dynamics Photo 1
10. California ARNG Photo by Rene J. Francillon 2
11. USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU 2
12. AFRES Photo by Mr. Barry Dillon 3
13. USAR Photo by SFC Don Espeland, 356th PAD, 97th ARCOM 3
14. California ARNG Photo by CW3 Bill Wilson 4
15. USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU 5
16. USCGR Photo 5
17. General Dynamics Photo 6
18. USAR Photo 7
19. USNR Photo by PH1 Chuck Blome 7
20. USAR Photo by CPT Bruce Nelson, 362d PAD 8
21. ANG Photo 8
22. Oklahoma ARNG Photo by MAJ Pat Scully 9
23. California ANG Photo by MSgt Dennis W. Goff, 146th TAW 10
24. USAR Photo by CPT Lee MacTaggert, 317th Military History Det 10
25. USAR Photo by SSG Joyce Darwin, 343d PAD, 122d ARCOM 11
26. USNR Photo 11
27. USCGR Photo by Bill Tubbs 12
28. General Dynamics Photo 12
29. USNR Photo by PH2 Jeff Elliott 12
30. California ARNG Photo by CW3 Bill Wilson 13
31. New York ANG Photo by Lt Col Don Borowski, Massachussetts ANG 14
32. USMCR Photo by CWO-3 George Francis 14
33. California ARNG Photo by CW3 Bill Wilson 15
34. USAR Photo, 63rd ARCOM 16
35. USAR Photo by SSG Barbara Ballentine, 182d Transportation Co 16
36. USAR Photo 17
37. USAR Photo by J.A. Hendricks 17
38. USAR Photo by SGT Dorothy Young, 81st ARCOM 18
39. USNR Photo 19
40. USNR Photo by PH1 Chuck Blome 20
41. California ARNG Photo by CW3 Bill Wilson 20

Photo Credit	Page
42. USAR Photo, 108th Division (Trng)	20
43. ANG Photo	21
44. USAR Photo by SFC Don Espeland, 356th PAD, 97th ARCOM	21
45. USAR Photo by SSG Bill Dewitt, 356th PAD, 97th ARCOM	22
46. USMČR Photo	23
47. Utah ARNG Photo by PFC Mark D. Diamond, 128th PAD	23
48. AFRES Photo by Miss Carol J. Stoupa, AFRES PAO	24
49. California ANG Photo by MSgt Dennis W. Goff, 146th TAW	24
50. Massachussetts ANG Photo by Lt Col Don Borowski	25
51. USAR Photo by SFC Don Espeland, 356th PAD, 97th ARCOM	27
52. USCGR Photo by PA1 Frederick Wasco	27
53. USAR Photo by LT Gary Sheftick, 946th Transportation Co., 97th ARCOM	27
54. USAR Photo by Mr. Chuck Wullenjohn, MTMC, Western Area	28
55. USAR Photo by J.A. Hendricks	28
56. Arkansas ARNG Photo by Buddy Garrett, State Info Office	29
57. California National Guard Photo	30
58. District of Columbia ARNG Photo by SGT Corena Brooks, 715th PAD	30
59. USMCR Photo by Maj Fred Alexander	31
60. Florida ARNG Photo by SSG Steven Wolf	32
61. RFPB Photo by Col Ernie Zuick, California ANG	32
62. USAR Photo	33
63. Texas ANG Photo by MSgt Ivan Burch, 136th TAW	33
64. USCGR Photo by SK/BM3 Coultes	34
65. Massachussetts ANG Photo by Lt Col Don Borowski	34
66. USNR Photo	34
67. California ARNG Photo by CW3 Bill Wilson	35
68. AFRES Photo by Miss Carol J. Stoupa, AFRES PAO	36
69. California ARNG Photo by CW3 Bill Wilson	36
70. USCGR Photo	37
71. USMCR Photo	37
72. USNR Photo	37
73. California ARNG Photo by CW3 Bill Wilson	38
74. ARNG Photo	39
75. District of Columbia Photo by Capt Phyllis Phipps-Barnes, NGB PAO	39
76. USCGR Photo	40
77. USAR Photo by CPT Debbie Haston-Hilger, 425th Transportation Bde	41
78. ANG Photo by A1C Scott Burton	42
79. USNR Photo	42
80. USMCR Photo	43
81. USAR Photo by CDT Chris McNair, 314th PAD	44
82. ANG Photo by TSgt D.L. Fredette	45
83. USNR Photo by BUL Robert Richmond, RNMCB-21	45
84. USAR Photo by SGT Sara Howe, 356th PAD, 97th ARCOM	46
85. USAR Photo by Alan Zanger, 63rd ARCOM	47
86. USMCR Photo by Sgt Dave Hamby	48
87. Puerto Rico ANG Photo	48
88. District of Columbia ARNG Photo by SPC Denis Noble, 715th PAD	49
89. AFRES Photo by Maj Anthony J. Epifano	50
90. USMCR Photo by Maj Fred Alexander	50
91. California ARNG Photo by 2LT Steven Boeker, A Battery, 1–44 FA	51
92. USAR Photo by MAJ Paul Adams, 121st ARCOM	52

Photo Credit **Page**

93. USNR Photo 53
94. ANG Photo by 1Lt Mike Green 53
95. USCGR Photo 54
96. USNR Photo by COL Jerry D. Simmons, ARNGUS, RFPB 54
97. USAR Photo by CPT Debbie Haston-Hilger, 425th Transportation Bde 55
98. USAR Photo by SFC Don Espeland, 356th PAD, 97th ARCOM 56
99. USMCR Photo by Maj Fred Alexander 57
100. USAR Photo by SSG Ed Bosanko, 97th ARCOM 58
101. USAR Photo by MAJ Paul Adams, 121st ARCOM 59
102. USNR Photo 59
103. Puerto Rico ANG Photo 60
104. USMCR Photo by Sgt. Michael J. Minardi, HQMC PAO-RAU 60
105. District of Columbia ARNG, SFC Kenneth White, 715th PAD 62
106. USNR Photo 62
107. Utah ANG Photo by SSgt Kenneth Breedlove 63
108. Indiana ARNG Photo by SGT Cecelia Ellis 64
109. USCGR Photo 65
110. USAR Photo by SGT Bob Rock 66
111. District of Columbia National Guard Photo 66
112. ANG Photo by TSgt William Quinn, 270th EIS 67
113. California ANG Photo by SSgt Rodney Thornburg, 146th TAW 67
114. USAR Photo by MAJ Paul Adams, 121st ARCOM 68
115. USAR Photo by MSG Joe Covolo, 80th Division (Trng) 68
116. USMCR Photo by SSgt Eugene Neat, Jr 69
117. District of Columbia ARNG Photo by SPC Denis Noble, 715th PAD 70
118. Alaska ANG Photo 70
119. California ANG Photo by SSgt Rodney Thornburg, 146th TAW 71
120. District of Columbia Photo by SGT Corena Brooks, 715th PAD 72
121. USMCR Photo by William A. Ridley 72
122. Utah ARNG Photo by CPT Thomas M. Wharton, 128th PAD 73
123. USAR Photo, 362d PAD 73
124. USNR Photo by J02 Bobby Jones 74
125. USNR Photo by J02 Bobby Jones 74
126. AFRES Photo by Maj Anthony J. Epifano 75
127. USCGR Photo by Bill Tubbs 76
128. California ARNG Photo by CW3 Bill Wilson 76
129. AFRES Photo by Maj Anthony J. Epifano 76
130. USNR Photo by JOSN Vince Clark 77
131. USAR Photo by SGT Dorothy Young, 81st ARCOM 78
132. USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU 78
133. USNR Photo by JOSN Vince Clark 79
134. Oklahoma ARNG Photo by MAJ Pat Scully 79
135. USAR Photo by Alan Zanger, 63rd ARCOM 80
136. USNR Photo by PH2 Nelson Schouten 81
137. California ARNG Photo by CW3 Bill Wilson 81
138. Hawaii ARNG Photo by SGT Fred Kihara 82
139. Soldiers Magazine Photo by Donna Miles 82
140. Hawaii ARNG Photo by SGT Brett Niles 83
141. District of Columbia ANG Photo by TSgt Terry Rindal, Det #1 84
142. California ANG Photo by SSgt Rodney Thornburg, 146th TAW 84
143. USNR Photo 85

Photo Credit **Page**

144. USAR Photo by SGT Dorothy Young, 81st ARCOM 86
145. USNR Photo by JO1 Paul Engstrom 86
146. District of Columbia ARNG Photo 87
147. Kansas ANG Photo 88
148. Alaska ANG Photo by MSgt Russ Weston 88
149. ARNG Photo 89
150. USCGR Photo 92
151. USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU 92
152. California ANG Photo by SSgt Tom Haus, 146th TAW 93
153. California ANG Photo by MSgt Dennis W. Goff, 146th TAW 94
154. USAR Photo 94
155. USAR Photo, US Army Transportation Center 95
156. AFRES Photo by Mr. Barry Dillon 95
157. USAR Photo by J.A. Hendricks 96
158. Utah ARNG Photo by PFC Mark D. Diamond, 128th PAD 96
159. Maryland ARNG Photo by SSG Perry E. Thorsvik 97
160. USAR Photo by SGT Don Rochon, 305th PAD 98
161. USAR Photo by MSG Ed Winn, 81st ARCOM 99
162. USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU 100
163. Texas ANG Photo by MSgt Ivan Burch, 136th TAW 100
164. AFRES Photo by Mr. Barry Dillon 101
165. USAR Photo by SFC Warren G. Berry, 362d PAD 102
166. USAR Photo 102
167. USAR Photo by SFC Ed Aber-Song, 305th PAD 103
168. USAR Photo by SSG William Rosebaugh, 89th ARCOM 104
169. USAR Photo by CPT Lee MacTaggert, 317th Military History Det 104
170. USAR Photo by MAJ Paul Adams, 121st ARCOM 105
171. Alaska ARNG Photo 105
172. USAR Photo by MAJ Delmarshe Deans, NG Readiness Gp 106
173. USAR Photo, 63rd ARCOM 106
174. USMCR Photo 107
175. USNR Photo by JO1 Jerry McAnally 107
176. AFRES Photo by Maj Anthony J. Epifano 108
177. USAR Photo 108
178. California ARNG Photo 108
179. General Dynamics Photo 109
180. USAR Photo by CPT Debbie Haston-Hilger, 425th Transportation Bde 110
181. USCGR Photo 110
182. USAR Photo, 926th Engineer Gp 111
183. USAR Photo by LT Gary Sheftick, 946th Transportation Co., 97th ARCOM 112
184. California ANG Photo by SSgt Rodney Thornburg, 146th TAW 112
185. National Guard Association Photo 114
186. Navy League Photo 115
187. USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU 116
188. AFRES Photo by Dan Dougherty 116
189. AFRES Photo by Mr. Barry Dillon 117
190. USAR Photo by CPT Debbie Haston-Hilger, 425th Transportation Bde 118
191. USAR Photo by MSG Ed Winn, 81st ARCOM 119
192. USMCR Photo by Sgt Geana Woods 120
193. USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU 121
194. USAR Photo, 950th Maintenance Co 121

Photo Credit **Page**

195. USAR Photo by CPT Debbie Haston Hilger, 425th Transportation Bde ... 122
196. California ANG Photo by SSgt Rodney Thornburg, 146th TAW 122
197. USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU 123
198. USNR Photo 123
199. USAR Photo by MAJ Delmarshe Deans, NG Readiness Gp 124
200. California ANG Photo by Rene J. Francillon 125
201. Indiana ARNG Photo by SSG Mike Eastman 126
202. Pennsylvania ARNG Photo by Bob Foster 126
203. Oklahoma ARNG Photo 127
204. Arizona ANG Photo 128
205. USAR Photo by SSG Dave Zerbe, 326th PAD, 79th ARCOM 128
206. USAR Photo by MSG Joe Covolo, 80th Division (Trng) 129
207. District of Columbia ANG Photo 130
208. USNR Photo by Sikorsky Aircraft 130
209. California ARNG Photo by CW3 Bill Wilson 131
210. California ARNG Photo by CW3 Bill Wilson 132
211. AFRES Photo by Maj Anthony J. Epifano 132
212. AFRES Photo by Mr. Barry Dillon 132
213. California ARNG Photo by CW3 Bill Wilson 133
214. ANG Photo by TSgt D.L. Fredette 134
215. USAR Photo by MAJ Paul Adams, 121st ARCOM 134
216. USNR Photo 135
217. ARNG Photo 136
218. ANG Photo by TSgt D.L. Fredette 137
219. USAR Photo 137
220. USNR Photo 138
221. USAR Photo by CPT Lee MacTaggert, 317th Military History Det 138
222. AFRES Photo by Dave Didio, European Stars & Stripes 139
223. ARNG Photo 140
224. District of Columbia ARNG Photo by SPC Houston W. Murphy, 715th PAD 140
225. USNR Photo 141
226. USAR Photo, 79th ARCOM 142
227. Kansas ANG Photo 142
228. USAR Photo by SSG Jack Frear, 356th PAD, 97th ARCOM 143
229. USAR Photo by SGT Manuel Rosario, 324th General Hospital 144
230. West Virginia ANG Photo by MSgt Floyd Ferrell, 167th TAG 145
231. AFRES Photo by Mr. Barry Dillon 145
232. USMCR Photo by Maj Fred Alexander 146
233. ARNG Photo 146
234. District of Columbia ARNG Photo by SFC Jim Hall, 715th PAD 147
235. Florida ARNG Photo by SSG Joanita M. Nellenbach 147
236. USAR Photo by SGT Sonia Neubauer, 304th PAD 148
237. California ANG Photo by MSgt Dennis W. Goff, 146th TAW 148
238. ARNG Photo by TSgt Bill Wolfinger 149
239. USN Photo 150
240. USAR Photo by SGT Pam Briola, 124th ARCOM 150
241. USNR Photo 152
242. ANG Photo 152
243. USNR Photo by PHAN Mike Confrey 153
244. ANG Photo 153
245. ANG Photo 154

	Photo Credit	Page
246.	California ANG Photo by SMSgt Chris McPherson, 146th TAW	154
247.	USNR Photo	155
248.	USAR Photo, US Army/Air Force Hometown News Service	155
249.	California ARNG Photo by CW3 Bill Wilson	156
250.	Massachusetts ANG Photo by Lt Col Don Borowski	156
251.	California ARNG Photo by CW3 Bill Wilson	156
252.	District of Columbia National Guard Photo	157
253.	USAR Photo by SSG Ed Bosanko, 97th ARCOM	158
254.	Puerto Rico ANG Photo	158
255.	Wisconsin ANG Photo	159
256.	ARNG Photo	159
257.	USAR Photo by MAJ Bob Johnson, 314th PAD	160
258.	California ARNG Photo by Rene J. Francillon	160
259.	Texas ANG Photo by MSgt Ivan Burch, 136th TAW	161
260.	ANG Photo	162
261.	USAR Photo by SSG Ed Bosanko, 97th ARCOM	163
262.	California ARNG Photo by CW3 Bill Wilson	163
263.	California ARNG Photo by CW3 Bill Wilson	164
264.	ARNG Photo	164
265.	District of Columbia ARNG Photo by SFC Ken White, 715th PAD	165
266.	Wisconsin ANG Photo	165
267.	USNR Photo	166
268.	California ARNG Photo by Rene J. Francillon	166
269.	California ANG Photo by SMSgt Chris McPherson, 146th TAW	167
270.	Massachusetts ANG Photo by Lt Col Don Borowski	168
271.	California ARNG Photo by CW3 Bill Wilson	168
272.	California ARNG Photo by CW3 Bill Wilson	168
273.	New York ANG Photo by Lt Col Don Borowski, Massachusetts ANG	169
274.	AFRES Photo by Dan Dougherty	170
275.	USMCR Photo by Sgt Purdie	170
276.	USCGR Photo	171
277.	USAR Photo by SGT Terry A. Condor	171
278.	USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU	172
279.	Wisconsin ARNG Photo by Mr. Steinberger	172
280.	General Dynamics Photo	173
281.	USAR Photo	173
282.	USAR Photo, 321st Medical Det	174
283.	USMCR Photo by Sgt Michael J. Minardi, HQMC PAO-RAU	174
284.	USAR Photo by CDT Cynthia Teramae, 305th PAD	175
285.	USAR Photo by SSG Ed Bosanko, 97th ARCOM	175
286.	RFPB Photo by Col Ernie Zuick, California ANG	177
287.	RFPB Photo	178
288.	RFPB Photo by Col Ernie Zuick, California ANG	178
289.	RFPB Photo by Col Ernie Zuick, California ANG	179
290.	RFPB Photo by Col Ernie Zuick, California ANG	180
291.	RFPB Photo	181
292.	RFPB Photo	182
293.	RFPB Photo	183
294.	ANG Photo by Capt Phyllis Phipps-Barnes, NGB PAO	184
295.	RFPB Photo by Col Ernie Zuick, California ANG	184
296.	RFPB Photo	184

★U.S. GOVERNMENT PRINTING OFFICE: 1989-[illegible]

RESERVE FORCES POLICY BOARD
TOTAL FORCE-THE NATION'S SHIELD

OPENING STATEMENT OF HONORABLE CHRIS SMITH, NJ
VETERANS AFFAIRS SUBCOMMITTEE ON EDUCATION, TRAINING, AND EMPLOYMENT
HEARING ON MONTGOMERY GI BILL, ACTIVE DUTY
HR 3199, THE VETERANS HEALTH PROFESSIONALS
EDUCATIONAL AMENDMENTS ACT OF 1989
SEPTEMBER 21, 1989

Thank you, Mr. Chairman.

Mr. Chairman, thank you for arranging this hearing today to review the Montgomery GI Bill and for including the bill I introduced, HR 3199, the Veterans Health Professionals Educational Amendments Act of 1989, as part of the hearing agenda.

Under HR 3199, assistance would be awarded only to Montgomery GI Bill participants in the reserve component -- students receiving educational benefits under Chapter 106 -- rather than the active duty component, Chapter 30. Under the Chapter 106 program, most reservists are now eligible to receive $5040.00 from the Department of Defense to finance their undergraduate studies. HR 3199 will enable the Department of Veterans Affairs (DVA) to provide an additional $400.00 per month to a reservist who majors in a health care profession and in return agrees to work in a VA health care facility for a limited time. The VA will be given the authority to identify their staffing shortages and target the benefit accordingly.

The bill is intended to provide benefits only for the time period when the student is taking their health related courses -- generally for the last two years of a four year program. In order to receive this added assistance, a recipient must sign a contract with the VA stating that they will serve one year in a VA health care facility for every year of assistance they receive. If the reservist reneges on the agreement, he/she must repay the benefit amount, plus interest and penalty, to the VA.

The goal of this legislation is to supply the VA with sufficient recruiting tools to attract much needed health care professionals. We are all aware of the difficulty the VA has had in recruiting and retaining nursing personnel, but it is also true that similar shortages exist in other professions. According to the "1988 VA Survey of Health Occupational Staff," VA health care facilities nationwide are experiencing a 25% vacancy rate in physical therapy positions, 20% vacancy rate in occupational therapy positions, and an 8% vacancy rate in pharmacy positions, as compared to a 5% vacancy rate in nursing staff.

HR 3199 provides the VA with a cost effective recruitment tool to help fill these vacancies. Under the VA's very successful Health Professional Scholarship Program, the VA currently awards an average of $19,243 per nursing student and $23,454 per physical therapy student. Under HR 3199, the VA would award approximately $7,200 per nursing or physical therapy student. Under the VA's current program, it costs $23,454 to attract a physical therapist; under HR 3199, it would cost the VA $7,200 to attract a physical therapist. The student, however, receives a total of $12,240 because they already are receiving $5040 through the Montgomery GI Bill.

The need to provide incentives for individuals to choose health careers and to work in VA facilities is apparent. The advantages of this program would be threefold: the Selected Guard and Reserve GI Educational Program would be strengthened, the VA would be provided with a cost effective recruitment tool that would guarantee the VA an employee once the reservist accepts assistance, and the dwindling pool of health care professionals would be increased nationwide.

Mr. Chairman, I would like to thank you and the other cosponsors of this bill, Sonny Montgomery and Bob Stump, for the support and assistance you offered in drafting HR 3199. I am pleased to have the opportunity to review the Montgomery GI Bill and HR 3199 with our witnesses today and look forward to hearing their testimonies and comments.

RECORD VERSION

STATEMENT BY
LIEUTENANT GENERAL ALLEN K. ONO
DEPUTY CHIEF OF STAFF FOR PERSONNEL,
U.S. ARMY

BEFORE THE
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
COMMITTEE ON VETERANS' AFFAIRS

SECOND SESSION, 101ST CONGRESS

MONTGOMERY GI BILL

21 SEPTEMBER 1989

Not for Publication
until released by the
House Veterans' Affairs Committee

STATEMENT OF THE DEPUTY CHIEF OF STAFF FOR PERSONNEL

INTRODUCTION

Mister Chairman and Members of the Committee:

I appreciate the opportunity to testify before your committee on behalf of the Army and, in particular, the thousands of soldiers who have or will benefit from the Montgomery GI Bill.

The Bill has been a tremendous success story in the Army. The number of soldiers who have elected to participate in this great program are a tribute to its attraction and wisdom. It not only has helped to improve the Army but also American society at large.

The Montgomery GI Bill maintains the commitment made to our service members beginning at the end of World War II. That is, to assist young soldiers and former soldiers in the pursuit of their chosen vocation.

I commanded the Army Recruiting Command prior to becoming the Deputy Chief of Staff for Personnel. I can tell you that the Montgomery GI Bill contributed significantly to our ability to recruit quality soldiers for the Active Army, Army National Guard and US Army Reserve. It the last few years with the help of your Committee we have made significant changes to the program to make it even more attractive to soldiers. These changes have been welcomed and useful. Any further changes must be carefully weighed against the Montgomery GI Bill's obvious success as a recruiting incentive.

The Army has always been the Montgomery GI Bill's largest supporter. [redacted] Let me quote some statistics.

- *Since June of 1985 when the Montgomery GI Bill* program began, 365,262 soldiers, more than a third of a million soldiers, have enrolled in this program.

- This number includes 2,313 soldiers who recently took advantage of the second chance to enroll in the Montgomery GI Bill through the Open Period.

- And, the VA has paid more than 12,500 claims for Montgomery GI Bill benefits to Army soldiers and veterans.

These statistics sum to the awesome and eloquent fact that [redacted]. What is more indicative of the program's success in the Army is the trend of increased and sustained enrollment.

ACTIVE ARMY PARTICIPATION

IN THE

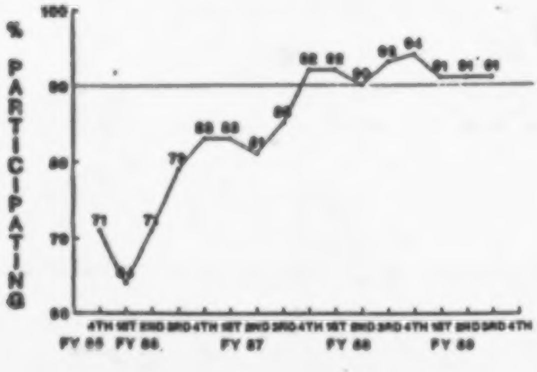
MONTGOMERY GI BILL

JULY 85 - JULY 89

ELIGIBLE	ENROLLED	PERCENT
429,600	365,262*	85%

*INCLUDES OPEN PERIOD

QUARTERLY PARTICIPATION RATES



The Montgomery GI Bill has been an extraordinary recruiting incentive. Together with the Army College Fund, it is the single most important reason for our ability to maintain the quality of personnel joining the Army.

We advertise it, we train our recruiters on it and we explain to all our recruits the tremendous advantages of the Bill. Our reception battalions carefully explain the Bill and, as a result, I am proud to report to you that over 90 percent of all new regular Army accessions are enrolling in the Montgomery GI Bill. In fact, our [redacted]. This is clear testimony that our recruiters are using this incentive and that the new soldiers want the Montgomery GI Bill.

We have experienced similar success within the Reserve Components. As of 4 September 1989, 57,187 Army National Guardsmen and 35,184 Army Reservists have participated in the Montgomery GI Bill. Since the program has become available we have seen a [redacted]. Today approximately [redacted]

I can not emphasize enough that any changes to the Bill must be carefully weighed. If the Bill becomes to cumbersome to effectively administer, if it becomes so complex, and the individual soldier cannot understand his benefits or if the administrative cost becomes prohibitive, then the Army can not support the changes. In short, the Army needs the Montgomery GI Bill to recruit quality soldiers.

I appreciate the opportunity to appear before the Committee and shall be happy to answer any questions you may have on this subject.

DEPARTMENT OF THE AIR FORCE

STATEMENT FOR
COMMITTEE ON VETERANS' AFFAIRS
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
U. S. HOUSE OF REPRESENTATIVES

SUBJECT: MONTGOMERY G. I. BILL

STATEMENT OF: LIEUTENANT GENERAL THOMAS J. HICKEY
DEPUTY CHIEF OF STAFF FOR PERSONNEL
HEADQUARTERS, U. S. AIR FORCE

SEPTEMBER 1989

NOT FOR PUBLICATION UNTIL RELEASED BY THE
HOUSE VETERANS' AFFAIRS COMMITTEE
UNITED STATES HOUSE OF REPRESENTATIVES

WITNESS STATEMENT

Mr. Chairman and members of the committee, it is indeed a privilege to again appear before you. Your efforts over the years, have led to improved benefits for our Armed Forces which continued to assist us in recruiting and retaining only top quality men and women. The Montgomery G.I. Bill exemplifies your very finest commitment to excellence. Speaking for all the men and women of the United States Air Force, I want to thank you for your interest and action.

Although we have no way to solidly quantify the retention benefits of the Montgomery G.I. Bill, intuitively we believe the program has had a positive influence by attracting and retaining bright, young people. Our current enrollment rate of 74.1 percent, up from 47 percent in 1985, underscores the value of the Bill. Through extensive publicity campaign and outreach initiatives such as new entrants counseling and use of a video tape production, we have been able to yield greater participation. Continued use of these initiatives, we believe will set the foundation for future improved participation rates. The 'Open Window' leverage have furthered the opportunity to assist our people. To ensure all eligible people were contacted, we also notified them by letter of a second chance to participate. Approximately, 76,000 Air Force members were eligible for this second chance, and 10,579 or 14.0 percent enrolled through 30 June 1989. As our efforts to spread the word, and the participation rates indicate, the Air Force supports the Bill and it is being perceived as an excellent program by our men and women.

This program has been a plus factor for the Air Force and DoD because it rewards voluntary service and raises the educational level of our citizens. We have worked closely with this committee and the other Services on amendments which would improve the effectiveness of the Montgomery G.I. Bill. In this regard, you have requested that I comment today on the Air Force's position with respect to the changes to the Bill as proposed in H. R. 3199, the Veterans Health Professional Educational Amendments of 1989. We defer to the Department of Veterans Affairs as to the need for this legislation.

Thank you for the opportunity to address you on this very important issue. We are confident the Montgomery G.I. Bill will continue to be an even larger enhancement for the recruitment and retention of high quality young people for the Air Force.

I would be pleased to respond to your questions.

U.S. Department of Transportation
United States Coast Guard

Commandant
United States Coast Guard

Washington, D.C. 20593-0001
Staff Symbol:
Phone:

STATEMENT BY

REAR ADMIRAL GEORGE D. PASSMORE

CHIEF, OFFICE OF PERSONNEL AND TRAINING

UNITED STATES COAST GUARD

BEFORE THE

HOUSE COMMITTEE ON VETERANS AFFAIRS

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

FOR

THE MGIB ACTIVE DUTY EDUCATIONAL ASSISTANCE PROGRAM

CHAPTER 30, TITLE 38, U. S. CODE

THURSDAY, 21 SEPTEMBER 1989

0930 A.M.

ROOM 334, CANNON HOUSE OFFICE BUILDING

MR. CHAIRMAN, DISTINGUISHED MEMBERS OF THE SUBCOMMITTEE, I AM REAR ADMIRAL GEORGE D. PASSMORE, CHIEF OF THE OFFICE OF PERSONNEL AND TRAINING FOR THE COAST GUARD. IT IS A PRIVILEGE FOR ME TO APPEAR BEFORE YOU TODAY TO DISCUSS THE MONTGOMERY G. I. BILL.

I WOULD LIKE TO PREFACE MY COMMENTS BY THANKING THIS COMMITTEE FOR THE LEGISLATIVE CHANGES TO THE MONTGOMERY G. I. BILL THAT WERE APPROVED LAST YEAR MAKING THE PROGRAM MORE EFFECTIVE.

YOU HAVE REQUESTED THAT I COMMENT TODAY ON THE IMPLEMENTATION AND EFFECTIVENESS OF THE MONTGOMERY G. I. BILL AS WELL AS ANY SUGGESTIONS I MIGHT HAVE THAT WOULD FURTHER IMPROVE THE PROGRAM AND MAKE IT MORE EFFECTIVE.

THE MONTGOMERY G. I. BILL IS AN OUTSTANDING AND VERY EFFECTIVE RECRUITMENT TOOL WHICH HAS BEEN ENTHUSIASTICALLY RECEIVED BY OUR NEW RECRUITS. THEIR ENTHUSIASM CAN BE ATTESTED TO BY THE PERCENTAGE OF PARTICIPATION IN THE PROGRAM. OUR PARTICIPATION RATE FOR THE PAST YEAR HAS BEEN 95%, WITH 2,336 RECRUITS ELIGIBLE TO PARTICIPATE AND 2,220 PARTICIPATING. DURING THE OPEN ENROLLMENT PERIOD, 674 ACTIVE DUTY COAST GUARD PERSONNEL PARTICIPATED. THE CURRENT MONTGOMERY G.I. BILL IS WORKING AND MEETING OUR NEEDS. ACCORDINGLY, THE ADMINISTRATION IS NOT NOW SEEKING LEGISLATIVE CHANGES.

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE VETERANS'
AFFAIRS COMMITTEE

STATEMENT OF
VICE ADMIRAL J. M. BOORDA, U. S. NAVY
DEPUTY CHIEF OF NAVAL OPERATIONS
FOR
MANPOWER, PERSONNEL AND TRAINING
AND
CHIEF OF NAVAL PERSONNEL
BEFORE THE
EDUCATON, TRAINING AND EMPLOYMENT SUBCOMMITTEE
OF THE
HOUSE VETERANS' AFFAIRS COMMITTEE
ON
MONTGOMERY GI BILL
21 SEPTEMBER 1989

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE VETERANS'
AFFAIRS COMMITTEE

Vice Admiral Boorda, born in South Bend, Indiana in November 1938, enlisted in the U.S. Navy in February 1956. He attained the rate of petty officer first class, serving in a number of commands, primarily in aviation. His last two enlisted assignments were in Attack Squadron 144 and Carrier Airborne Early Warning Squadron 11. He was selected for commissioning under the Integration Program in 1962 and attended Officer Candidate School.

Following commissioning in August 1962, Vice Admiral Boorda served in USS PORTERFIELD (DD 682) as Combat Information Center Officer. He attended Destroyer School in Newport and, in 1964, was assigned as Weapons Officer, USS JOHN R. CRAIG (DD 885). His next tour was as Commanding Officer, USS PARROT (MSC 197). Vice Admiral Boorda's first shore tour was as a weapons instructor at Naval Destroyer School in Newport, RI. In 1971, after attending U.S. Naval War College and obtaining a B.A. from the University of Rhode Island, he assumed duties as Executive Officer, USS BROOKE (DEG 1). That tour was followed by a short period at the University of Oklahoma and an assignment as Head, Surface Lieutenant Commander Assignments/Assistant for Captain Detailing in the Bureau of Naval Personnel. In 1975, Vice Admiral Boorda took command of USS FARRAGUT (DDG 37) remaining until 1977. He was next assigned as Executive Assistant to the Principal Deputy Assistant Secretary of the Navy (Manpower & Reserve Affairs). In 1979, he relieved the civilian Presidential appointee in the position, remaining until he assumed command of Destroyer Squadron TWENTY-TWO in 1991. In 1983 and 1984 he served as Executive Assistant to the Chief of Naval Personnel/Deputy CNO for Manpower, Personnel and Training. In December 1984, Vice Admiral Boorda assumed his first flag assignment as Executive Assistant to the Chief of Naval Operations remaining until July 1986. Vice Admiral Boorda's next assignment was as Commander, Cruiser-Destroyer Group EIGHT in Norfolk, Virginia. As a Carrier Battle Group Commander embarked in USS SARATOGA (CV 60), he also served as Commander, Battle Force SIXTH Fleet in 1987. In July 1988, Vice Admiral Boorda was nominated to be the Chief of Naval Personnel/Deputy Chief of Naval Operations (Manpower, Personnel and Training) and assumed that office on 9 August 1988.

Vice Admiral Boorda's awards include the Distinguished Service Medal (2nd award), Legion of Merit (3rd award), Meritorious Service Medal (2nd award) and several other personal and campaign awards.

Vice Admiral and Mrs. Boorda, the former Bettie Moran of Comanchee, Oklahoma, have four children. Two sons, Robert and Edward, are Surface Warfare Officers and their daughter, Anna, is also married to a Surface Warfare Officer. Their son David resides in Arlington, Virginia.

MISTER CHAIRMAN AND DISTINGUISHED MEMBERS OF THE SUBCOMMITTEE, IT IS BOTH MY PRIVILEGE AND PLEASURE TO BE HERE TODAY TO REPORT TO YOU ON THE STATUS OF THE MONTGOMERY GI BILL. I AM A SATISFIED CUSTOMER HAVING OBTAINED MY COLLEGE DEGREE UNDER AN EARLIER VERSION OF THE GI BILL.

BUT FIRST I WOULD LIKE TO EXPRESS MY APPRECIATION FOR YOUR TIRELESS EFFORTS IN MAKING THIS EDUCATION BENEFITS PROGRAM WORK SO SUCCESSFULLY. I ESPECIALLY THANK YOU FOR MAKING IT POSSIBLE FOR OUR YOUNG SAILORS TO HAVE AN OPPORTUNITY TO ENROLL DURING THE 'OPEN PERIOD'. WE ACTIVELY PROMOTED THE 'OPEN PERIOD' AND REQUIRED EITHER ENROLLMENT OR WRITTEN CONFIRMATION FROM EVERY SAILOR WHO CHOSE NOT TO TAKE ADVANTAGE OF THIS SECOND CHANCE. MAKING SURE THAT EVERYONE GOT A CHANCE TO MAKE AN INFORMED DECISION WAS OUR GOAL. WE ARE EXTREMELY PLEASED THAT OVER 15,000 SAILORS REVERSED THEIR ORIGINAL DISENROLLMENT DECISION WHICH CONFIRMS THAT OUR YOUNG PEOPLE TODAY ARE INTERESTED IN BETTERING THEMSELVES THROUGH EDUCATION.

THE MONTGOMERY GI BILL IS INCREASINGLY WELL RECEIVED IN THE NAVY. SO FAR THIS FISCAL YEAR OUR CUMULATIVE ENROLLMENT IS 77 PERCENT. OUR JULY MONTHLY PARTICIPATION RATE WAS 80 PERCENT. WE BELIEVE OUR INCREASED PARTICIPATION IS DUE TO SEVERAL FACTORS: FIRST, NAVY RECRUITERS ARE TOTALLY FAMILIAR WITH THE GI BILL AND THEY BRIEF ALL APPLICANTS ON ITS BENEFITS AND REQUIRE ACKNOWLEDGEMENT IN WRITING; SECOND, THROUGH RANDOM INSPECTIONS WE HAVE ENSURED QUALITY PRESENTATIONS DURING RECRUIT TRAINING; AND THIRD, THE MONTGOMERY GI BILL HAS BECOME A HOUSEHOLD WORD. PEOPLE KNOW WHAT IT IS AND FEEL MORE COMFORTABLE WITH IT. ALSO, IN ADDITION TO THE AUTOMATIC PAY REDUCTIONS THAT WE STARTED IN JANUARY 1988, IN JUNE OF THIS YEAR WE BEGAN AUTOMATIC ENROLLMENTS THROUGH OUR PERSONNEL SYSTEM. THIS GUARANTEES THAT ALL NEW MEMBERS ARE PROMPTLY ENROLLED IN THE GI BILL, THEIR PAY IS APPROPRIATELY REDUCED, AND THE DATA IS ACCURATELY REPORTED TO THE VETERANS ADMINISTRATION FOR PAYMENT OF BENEFITS.

THE COMMITTEE MADE LEGISLATIVE CHANGES TO THE GI BILL LAST YEAR WHICH WE WELCOMED AND THEY MADE THE PROGRAM MORE EQUITABLE. THERE ARE TWO ADDITIONAL MODIFICATIONS I WOULD ASK YOU TO

CONSIDER TO FINE-TUNE THE PROGRAM AND MAKE IT EVEN BETTER.

FIRST, IN ADDITION TO ALLOWING PRORATED BENEFITS FOR MEMBERS SEPARATING EARLY FOR PRE-EXISTING MEDICAL CONDITIONS OR BECAUSE OF A REDUCTION IN THE SIZE OF THE SERVICES, ALLOW THESE SAME PRORATED BENEFITS FOR MEMBERS SEPARATING EARLY TO ATTEND ROTC OR BY REASON OF BEING A SOLE SURVIVING CHILD.

SECOND, LAST YEAR'S LEGISLATIVE CHANGES RECOGNIZED THAT TIME SPENT IN THE MILITARY PRIOR TO A DISCHARGE FOR ERRONEOUS OR DEFECTIVE ENLISTMENTS SHOULD NOT BE COUNTED AS THE MEMBERS' INITIAL OBLIGATION IF THEY LATER REENTER THE MILITARY. WE WOULD LIKE TO SEE THIS EXPANDED TO INCLUDE PEOPLE DISCHARGED EARLY FOR MEDICAL REASONS SO THAT THEY WOULD BE ELIGIBLE FOR ENROLLMENT IN THE GI BILL IF THEY LATER REENTER THE MILITARY. A RELATED CATEGORY OF PERSONNEL WHO DESERVE THE SAME TREATMENT ARE RESERVISTS ORDERED TO ACTIVE DUTY FOR SHORT PERIODS OF TIME IN SUPPORT OF THE ACTIVE DUTY FORCE. UNDER CURRENT LAW THESE MEMBERS ALSO BECOME PERMANENTLY INELIGIBLE FOR THE GI BILL. THEY SHOULD BE ALLOWED TO ENROLL IN THE PROGRAM IF THEY LATER ENTER INTO A FULL ACTIVE DUTY CONTRACT.

MISTER CHAIRMAN, THIS COMPLETES MY PREPARED STATEMENT. I THANK YOU ONCE AGAIN FOR THE OPPORTUNITY TO APPEAR BEFORE THIS SUBCOMMITTEE AND WOULD BE PLEASED TO ANSWER ANY QUESTIONS.

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE
VETERAN'S AFFAIRS COMMITTEE

STATEMENT OF

MAJOR GENERAL EDMUND P. LOONEY, JR.

UNITED STATES MARINE CORPS

ASSISTANT DEPUTY CHIEF OF STAFF FOR

MANPOWER AND RESERVE AFFAIRS

FOR RESERVE AFFAIRS

BEFORE THE

HOUSE VETERAN'S AFFAIRS COMMITTEE

SUBCOMMITTEE ON

EDUCATION, TRAINING AND EMPLOYMENT

ON

21 SEPTEMBER 1989

CONCERNING

THE MONTGOMERY GI BILL

MISTER CHAIRMAN AND DISTINGUISHED MEMBERS OF THE SUBCOMMITTEE:

IT IS AGAIN AN HONOR TO APPEAR BEFORE YOU TODAY TO REPORT ON THE STATUS OF THE MONTGOMERY GI BILL IN THE MARINE CORPS.

SINCE THE INCEPTION OF THE PROGRAM IN 1985, THE PARTICIPATION RATE OF MARINES HAS INCREASED STEADILY EACH YEAR. THE PARTICIPATION RATE AMONG ENLISTED PERSONNEL IN 1985 WAS 51 PERCENT. LAST YEAR (1988) IT HAD INCREASED TO 79 PERCENT, AND IN THE FIRST 8 MONTHS OF THIS YEAR THE PARTICIPATION RATE IS 87 PERCENT.

WE ATTRIBUTE THIS INCREASE TO PROMOTION OF THE PROGRAM BY OUR RECRUITERS AND MILITARY ENLISTMENT PROCESSING STATIONS, HIGH QUALITY PRESENTATIONS AT THE RECRUIT TRAINING DEPOTS ON THE INDIVIDUAL BENEFITS OF PARTICIPATION IN THE MONTGOMERY GI BILL, AND BETTER PRINTED LITERATURE. WE BELIEVE THAT THERE IS AN INCREASED AWARENESS ON THE PART OF OUR MARINES OF THE VALUE OF EDUCATION AND THE ROLE THE MONTGOMERY GI BILL CAN PLAY IN THEIR LIVES.

WE HAVE FOUND THE MONTGOMERY GI BILL TO BE AN IMPORTANT PART OF OUR RECRUITMENT INCENTIVE PROGRAMS. IT IS A VALUABLE TOOL FOR OUR RECRUITERS TO USE AS A SELLING POINT, PARTICULARLY WHEN A POTENTIAL RECRUIT'S AMBITION IS FOR FURTHER EDUCATION.

LAST YEAR'S LEGISLATIVE CHANGES BY THE COMMITTEE WERE WELCOMED BY THE MARINE CORPS. THE "OPEN PERIOD" PROVIDED AN OPPORTUNITY FOR APPROXIMATELY 2,000 OF OUR YOUNG MARINES TO CHANGE THEIR ORIGINAL DECISION NOT TO ENROLL. I THANK YOU FOR THAT OPPORTUNITY FOR OUR MARINES.

WE WOULD LIKE YOU TO CONSIDER ONE MORE CHANGE.

WE SUGGEST THAT SHORT PERIODS OF TIME RESERVISTS SPEND ON ACTIVE DUTY IN SUPPORT OF THE ACTIVE FORCE NOT BE CONSIDERED THE MEMBERS' INITIAL ACTIVE DUTY FOR MONTGOMERY GI BILL PURPOSES. FOR EXAMPLE, WE HAVE HAD NUMEROUS RESERVISTS ENTER ACTIVE DUTY AS A RECRUITER'S ASSISTANT FOR 30-90 DAYS. IF THEY LATER MAKE THE DECISION TO AUGMENT TO ACTIVE DUTY, THEY ARE CURRENTLY NOT ELIGIBLE TO PARTICIPATE IN THE ACTIVE DUTY MONTGOMERY GI BILL. WE BELIEVE THEY SHOULD NOT BE PENALIZED FOR THEIR SHORT PERIOD OF ACTIVE DUTY ASSISTING IN OUR RECRUITING EFFORTS AND, THEREFORE, RECOMMEND THAT THIS TIME NOT BE COUNTED AS THE MEMBER'S INITIAL PERIOD OF ACTIVE DUTY.

THIS CONCLUDES MY TESTIMONY, MR. CHAIRMAN. I WOULD BE PLEASED TO ANSWER ANY QUESTIONS YOU OR OTHER MEMBERS OF THE COMMITTEE MAY HAVE.

STATEMENT BY
COL ERIK G. JOHNSON, JR., USA RET.
DIRECTOR, LEGISLATIVE AFFAIRS
ASSOCIATION OF THE UNITED STATES ARMY
BEFORE THE
SUBCOMMITTEE ON EDUCATION, TRAINING, AND EMPLOYMENT
COMMITTEE ON VETERANS' AFFAIRS
UNITED STATES HOUSE OF REPRESENTATIVES
FIRST SESSION, 101ST CONGRESS

21 SEPTEMBER 1989

MONTGOMERY G. I. BILL

A Statement to the Subcommittee on
Education, Training and Employment
House Committee on Veterans' Affairs

21 September 1989

Mr. Chairman and Members of the Subcommittee:

Thank you for this opportunity to express the views of the Association of the United States Army on the Montgomery GI Bill and H.R. 3199, a bill to establish a program of post-secondary educational assistance to students in health professions who are eligible for education assistance under the Reserve GI Bill program.

The evidence is overwhelming! The Montgomery GI Bill has made it possible for the Army to recruit adequate numbers of quality soldiers during a time when the pool of available youth has been shrinking. Since the bill went into effect in 1985, an average of 85 percent of eligible active duty soldiers have elected to participate. Even more noteworthy is that this level of participation in the Army has increased. Army officials tell us that presently over 90 percent of all new regular Army enlistees are enrolling in the Montgomery GI Bill, and monthly rates of participation have been exceeding 90 percent since June 1987. This is clear testimony that Army recruiters are using this incentive to attract quality youth and that new soldiers definitely recognize the inherent benefits of this program.

AUSA congratulates the members of this subcommittee and the esteemed chairman of the Veterans' Affairs Committee, Rep. Montgomery, for their foresight, legislative acumen and political skills which together made the Montgomery GI Bill a reality. We are very proud to have been a small part of this effort. We would like to add that the success of the Montgomery GI Bill will not be measured solely by the numbers of quality youth who enlist in the Armed Forces, but also by the future contributions these educated young men and women will surely make in the communities where they finally choose to live.

Regarding any future changes to the program we believe there are two that the subcommittee should consider. These changes, we hasten to add, would not add complexity to the program nor add to administrative costs, but would add to the overall cost of the program.

The first change we recommend the subcommittee consider is to raise the basic benefit to $375.00. We believe this modest increase is necessary to help offset rising tuition costs in colleges and universities nationwide. A recent survey by the College Board revealed the average cost of attending a four-year college or university in the United States will again increase; estimated to be between 7 percent and 9 percent this year. Further, according to this survey, tuition hikes have outpaced overall inflation each year for the past nine years. The Montgomery GI Bill basic benefit of $300.00 was set in 1985, and has not been adjusted since then.

The second change we recommend to the subcommittee is the addition of kickers for targeted skills in the Reserve Components education program. There remain certain skills such as Chemical Operations Specialist, Electronic Warfare Cryptologist and Licensed Practical Nurse, to cite but three, where demand is high, but supply is low. In order to compete more effectively, the Army should be able to offer an additional dollar amount above the basic benefit to reservists. Since these kickers would be applied against a limited number of skills, their added cost should be minimal, but their impact upon reserve component recruiting of critical specialities would be significant.

Finally, we would like to make this observation of one recent change to the Montgomery GI Bill enacted by the last congress. The change involves what is commonly referred to as the death benefit. It is the return of a service member's contribution to next of kin or to the estate should the service member die prior to using the benefit. AUSA supported this change as a matter of equity.

Because the return of a deceased service member's contribution could involve more than one department of government we are concerned about how this recent provision of law has been implemented. We have a number of questions about the implementation and urge this subcommittee to make appropriate inquiries. Our questions include:

1. What inter-agency agreements have been established for returning the contribution when the service member dies on active duty? How are responsibilities divided among the departments?

2. How are GI Bill participants made aware of this new provision of law?

3. What procedures have been followed to notify eligible survivors of those service members who died prior to enactment of the death benefit? How successful has the government been in contacting these individuals and making repayment?

While the amount of money in each individual case is small, AUSA believes the return of the service member's contribution to next of kin is important, and it is incumbent upon the government to make a good faith effort to identify these persons and to make prompt repayment. A demonstration of subcommittee interest would undoubtedly have a salutary effect on the implementation of this important change to the Montgomery GI Bill.

Concerning the proposed bill, H.R. 3199, the Veterans Health Professional Educational Amendments of 1989, AUSA believes it would provide Reserve Component members with an excellent opportunity to pursue a health care profession, while at the same time enhancing the military health care contribution to the nation's defense. One word of caution: we would urge the Congress to make sure that the legislation makes absolutely clear which department (Defense or Veterans Affairs) has claim to the individual's services in the event of mobilization.

Mr. Chairman, this concludes my prepared remarks. I will be happy to answer any questions you or committee members may have.

NCOA
Non Commissioned Officers Association of the United States of America
225 N. Washington Street • Alexandria, Virginia 22314 • Telephone (703) 549-0311

STATEMENT OF
Richard W. Johnson, Jr.
Director of Legislative Affairs
before the

Subcommitte on Education, Training and Employment
Committee on Veterans' Affairs
U.S. House of Representatives

on

Proposals to Improve the Montgomery G.I. Bill

September 21, 1989

Chartered by the United States Congress

Mr. Chairman the Non Commissioned Officers Association of the USA sincerely appreciates the efforts this committee has made to regularly review the effectiveness and provisions of the Montgomery G.I. Bill. The Association is equally pleased to participate in this process of review and has several recommendations to make regarding improvements which NCOA believes will make the MGIB more effective.

Recruiting

Armed Forces recruiting has obviously benefited from the MGIB. This is demonstrated in several ways. Foremost is the high participation rates in the MGIB. On average 80 percent of new recruits participate in the MGIB. Additionally the services have seen more subtle changes in recruit quality. Both the number and percentage of high school diploma graduates and mental category I through IIIA recruits have risen since the MGIB was adopted.

Nevertheless, NCOA believes enrollment in the Montgomery G.I. Bill could be substantially improved by the elimination or reduction of participation fees. Almost one third of new recruits are married upon initial entry into service placing them at a distinct economic disadvantage to single recruits. Other recruits from economically disadvantaged environments, although unmarried, must frequently contribute to the support of parents and siblings at the expense of MGIB enrollment. MGIB participation fees thus work as economic discriminators against those who might benefit most from the educational opportunities offered by the program.

Mr. Chairman, NCOA continues to support the elimination of MGIB participation fees. In view of Congressional reluctance to fee elimination, the association endorses alternative reduced payment plans. Additionally NCOA offers two suggestions:

First, allow recruits an opportunity to avoid the participation fee based on length of enlistment. For example: charge the full $1200 fee for two year enlistments, $900 for three years, $600 for four years, $300 for six years, etc. Such a system could have a tremendous positive affect on recruiting.

Second, require the Defense Department to collect and provide participation rate figures for married recruits and economically disadvantaged recruits. NCOA believes such figures will demonstrate the fundamental unfairness of participation fees.

Retention

According to study results published earlier this year only 18.6 percent of servicemembers who used education benefits while in service left at the end of their enlistment. Among those who did not use education benefits while on active duty 35.8 percent left at the end of their enlistment. The same study established that 53.1 percent of those who went to school earned promotions while only 39.1 percent of those who did not use education benefits were promoted. Clearly retention is helped by the availability of in service education benefits. NCOA believes these figures can be enhanced by allowing servicemembers who previously declined to participate in the MGIB to reconsider the decision upon reenlistment. More recent experience with an open enrollment program for the MGIB demonstrates the market and desire for a subsequent enrollment option. As a result, NCOA urges the committee to allow servicemembers to reconsider previous decisions as a reenlistment option.

Currently serving in the armed forces is a "lost-generation" of servicemembers who enlisted after the expiration of the Vietnam Era G.I. Bill and prior to the creation of the Montgomery G.I. Bill. Early versions of the MGIB had no intention of disenfranchising these individuals. The original legislation provided for their participation in the new program. NCOA urges the committee to revisit this issue. The Association believes it would have a significant and positive effect on retention and morale. Additionally, it will provide equity to this deserving group.

Equity

Last year congress acted to provide payments to the next-of-kin of any individual who dies on active duty in the amount of participation fees for the Montgomery G.I. Bill. Although such payments are technically not refunds, certainly it was the thrust of the legislation to provide refunds.

Mr. Chairman: there are many other situations where it would be equitable to refund participation fees. Foremost, it would be appropriate to return fees paid by veterans who die from service connected causes after discharge and to veterans who by virtue of service connected disability become eligible for vocational rehabilitation. The Association also has on file a letter from an enlisted servicemember who was selected to attend the U.S. Military Academy at West Point. His attendance at the academy disqualifies him from eligibility under the MGIB. Unfortunately, nothing in law provides this individual an opportunity to recover MGIB participation fees paid in good faith but now forfeited to an unforgiving program. NCOA urges the committee to adopt a more equitable refund policy for MGIB participation fees.

Also, as a matter of equity, NCOA urges the committee to revisit the plight of the Vietnam era veteran that could not qualify for MGIB benefits because of service personnel policies.

When the MGIB was first drafted, its provisions provided for the automatic conversion of Vietnam era education benefits to benefits under the new program for those who were still on active duty on the date of enactment. A subsequent Senate amendment to the proposal required Vietnam veterans to serve three years between July 1, 1985 and June 30, 1988 to become eligible for the converted benefits. While the additional service requirement may not sound like much it was an impossible goal for many Vietnam veterans because of service personnel policies.

A very visible example of this personnel trap is former Sergeant Major of the Army Glen E. Morrell. Forced to retire because of service personnel policy at the end of his term as Sergeant Major of the Army in June 1987, this distinguished veteran is being denied the 10 year education period afforded other veterans. But he is only one example of a much larger and more obscure problem. Each service has an established set of high year tenure rules which govern the separation of enlisted personnel.

For example, most services limit people in pay grade E-6 to twenty years of service. If an E-6 reached twenty years of service between July 1, 1985 and June 30, 1988 separation was virtually automatic notwithstanding any personal desire the individual might have had for continued service.

Mr. Chairman, NCOA urges the committee to provide Vietnam era veterans the full ten year delimiting period for use of education benefits. This can be done in one of two ways: either by extension of the December 31, 1989 program cut-off date or by providing for conversion to the Montgomery G.I. Bill on January 1, 1990 for any unused benefits.

Readjustment

Mr. Chairman, above all the MGIB is a readjustment benefit for veterans. And, NCOA wholeheartedly believes the value of the benefit must be maintained. This is an issue which affects Recruiting, Retention, and Equity as well as readjustment.

College costs continue to outpace inflation. According to recently published information tuition and fees are up 8.3 percent at private schools this year. State schools will cost residents 6.2 percent more and non-residents 7 percent more. Since MGIB payment rates were established education costs have risen more than 27 percent.

In 1980, as a precursor to the MGIB, Congress created an education test program. Benefits under that program were originally set at $300 but were indexed to provide annual inflation adjustment. Today benefits paid under that program are $437 per month and will rise to $446 per month on October 1, 1989. Notwithstanding the indexing, even these benefits have fallen behind the increasing costs of education.

NCOA urges that MGIB benefits be kept current to the increasing cost of education by providing automatic annual or bi-annual adjustment.

Conclusion

Mr. Chairman, no organization could have greater appreciation for the MGIB or the chairman for whom the bill is named. Contained herein, NCOA has made several recommendations for improving the program which we believe will compliment the chairman and the program. They include:

o elimination of participation fees or reducing the fees in relation to length of enlistment.

o open enrollment as a reenlistment option for VEAP eligibles and those who previously declined to participate.

o equitable refund of participation fees for deceased, disabled and other veterans who for reasonable cause can not use their MGIB benefits.

o extension of MGIB benefits to Vietnam era veterans discharged between July 1, 1985 and June 30, 1988.

o reasonable increases in MGIB payments to maintain the value of the program.

NCOA is grateful for the opportunity to make these recommendations and is hopeful of favorable committee action. .pa

STATEMENT

BY

RUDY I. CLARK

DIRECTOR

MILITARY AND GOVERNMENT RELATIONS

AIR FORCE SERGEANTS ASSOCIATION

BEFORE

THE

SUBCOMMITTEE

ON

EDUCATION, TRAINING AND EMPLOYMENT

OF

U.S. HOUSE OF REPRESENTATIVES

ON

THE MONTGOMERY G.I. BILL

SEPTEMBER 21, 1989

Air Force Sergeants Association

INTERNATIONAL HEADQUARTERS, POST OFFICE BOX 50, TEMPLE HILLS, MD 20748

STATEMENT -- SEPTEMBER 21, 1989

Mr. Chairman and distinguished members of the subcommittee, thank you for the opportunity to present the views of the Air Force Sergeants Association with respect to the new Montgomery G.I. Bill.

I am Chief Master Sergeant (Retired) Rudy I. Clark, Director of Military and Government Relations. The Air Force Sergeants Association is comprised of 167,000 active duty, Air National Guard, Air Force Reserve and retired enlisted personnel and their families.

The Air Force Sergeants Association supports the Montgomery G.I. Bill, which continues to be an effective recruiting incentive. The current 74 percent Air Force participation rate is proof the program is working. From all indications, the majority of those who do choose to participate are in the higher mental categories. As a result, the G.I. Bill is attracting the quality personnel needed in today's Air Force. It has also had a very positive impact on the Selective Reserve recruiting program.

To further enhance the program, we strongly support H.R. 1358, which would include vocational and technical training for Air National Guard and Air Force Reserve personnel. As the Reserve Forces are given added responsibility for our national defense, more recruiting incentives must be offered to continue recruitment of the quality and quantity of personnel needed to maintain our defense posture. Including vocational and technical training for the Reserve Forces provides a direct benefit to the military services. Not only would the program enhance their knowledge; it would also reduce the cost associated with training personnel. Furthermore, well-trained personnel tend to remain affiliated with the Reserve components for longer periods.

The single most frequent complaint we continually hear concerns the Vietnam Era G.I. Bill termination date of December 31, 1989. Many well-qualified enlisted personnel were forced out of the military by public law and Air Force directives, and did not have the opportunity to enroll in the new Montgomery G.I. Bill. Therefore, the Air Force Sergeants Association supports H.R. 2192, introduced by your distinguished colleague, Rep. Rhodes, which would extend the December 31, 1989, deadline to June 30, 1993.

We receive frequent comments from our Vietnam Era members that indicate they cannot understand why Congress is reluctant to correct this injustice. Many of our members served extended periods of time under hostile conditions, yet they are being denied the opportunity to fully exercise their earned education benefits. It's not as if this small group of enlisted people voluntarily left the Air Force. They tried to remain on active duty to continue serving their country, which would have also entitled them to the educational benefits offered under the Montgomery G.I. Bill. Unfortunately, manpower constraints and high-year-tenure laws prevented the extension of active duty tours.

In conclusion, every G.I. Bill enacted by Congress has been seen primarily as a readjustment benefit. Over the years, these bills signaled that the nation has a certain obligation to help in the transition of military people, who give several years of their lives to serve their country. Therefore, we urge this subcommittee to provide reasonable educational benefits to a small segment of our veteran population who were forced to leave active duty prior to July 1, 1988, by favorably considering H.R. 2192.

Thank you, Mr. Chairman, for the opportunity to appear before this subcommittee. I am prepared to respond to any questions you or your distinguished colleagues may wish to ask.

STATEMENT BY

CALVIN H. COBB, JR.

NATIONAL PRESIDENT

NAVY LEAGUE OF THE UNITED STATES

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
OF THE
HOUSE COMMITTEE ON VETERANS' AFFAIRS

concerning the

MONTGOMERY GI BILL

SEPTEMBER 21, 1989

TESTIMONY OF CALVIN H. COBB, JR., NATIONAL PRESIDENT, NAVY LEAGUE OF THE U.S.

Mr. Chairman and Distinguished Members of the Subcommittee:

I am Calvin H. Cobb, Jr., National President of the Navy League of the United States. I should point out that, unlike many other military support organizations, none of our members is on active duty with any branch of the armed services; nor is the Navy League an organization restricted to retired or former members of the military. In fact, more than 50% of our members have never served in the military. Primarily, we are ordinary citizens from all walks of life who are convinced that the Nation needs a strong, viable Navy, Marine Corps, Coast Guard and merchant marine. Our objective is to awaken interest, to encourage cooperation, and to support all matters which aid and improve our maritime capabilities.

This is my first opportunity to address this Subcommittee and to present testimony regarding the implementation and effectiveness of the Montgomery GI Bill. The Navy League of the United States has been a strong supporter of the Montgomery GI Bill since its inception.

First, I would like to say that since assuming the position of National President of the Navy League I have been dedicated to the objective and purpose of the 75,000-member-strong organization and that is **educational**. Our Bylaws state: "The objective and purpose of the Navy League shall be **educational** and to that end to acquire and spread before the citizens of the United States information as to the conditions of the naval and maritime forces and equipment of the United States, and to awaken interest and cooperation in all matters tending to aid, improve, and develop their efficiency."

Our purpose today is the same as it was when Theodore Roosevelt founded our organization in 1902 -- to inform our fellow citizens about the importance of sea power, naval and commercial, to our country. Sea power is a meaningless term without its backbone and, in this case, I am referring to the men and women who serve in the Navy, Marine Corps, Coast Guard and merchant marine. The military would be a hollow shell without the dedication and support of our young men and women through the all-volunteer force.

People continue to be the Navy's number one priority. They are the ultimate force multiplier, the source of true advantage over any potential adversary, and a perishable asset if not carefully nurtured. In recent years, the Navy has been successful in meeting overall enlisted recruiting goals. However, demographics will pose an increasing challenge for Navy recruiting over the coming decade. Civilian unemployment is projected to decline to its lowest level in the history of the all-volunteer force. A 6.3% drop in the available pool of 17- to 21-year-olds 1985-1990 will be faced with special challenges. Quality and basic education of recruits are also concerns. A recent government report indicated that only 27% of young adults could interpret a lengthy feature story in a newspaper. Emphasis for the future must be on recruiting and keeping high caliber young men and women who want to serve their Nation at sea on sophisticated, high technology warships. To do so, we must continue, as this Subcommittee is doing, to focus on providing, among other benefits, a finely tuned and responsive college education program.

It should be clear what a powerful contributor education has been to America's greatness. Our standard of education has produced millions of men and women whose fully developed intellects have enabled them to make great technological strides, to produce inventions and to create profound contributions to our democratic way of life. President Bush, in his State of the Union Address, announced his commitment to education and I applaud the bipartisan commitment of Congress to assist our young men and women serving our country when they pursue their educational goals after service.

The uniformed services have long recognized that education is a key ingredient in building and maintaining the competitive edge in national defense. "It can not be too often repeated," Teddy Roosevelt warned the Naval Academy graduation class of 1902. " ... the chief factor in achieving triumph is what has been done in the way of thorough education and training before the beginning of war."

The issue of compensation, of pay and benefits, of course, is extremely important to our sailors. They view it not only for its intrinsic value but also as an expression of the interest and concern that other citizens of our country have for what they are doing to protect the freedom of the seas. The Montgomery GI Bill has been among benefits greatly appreciated by our service men and women, and has been a major asset to recruiting since it was signed into law. **This year 76.96% of the Navy's recruits have enrolled in the Montgomery GI Bill -- the highest percentage achieved to date. Similar figures exist for the Marine Corps and Coast Guard.** It is, indeed, a valuable incentive for our young people.

Your Subcommittee has been at the forefront in being responsive yearly to unforeseen changes as they become needed. I commend you for your efforts to maintain the educational benefits which will continue to attract young men and women of high quality to serve in the military.

I would like to recommend a modification to fine tune the program and make it even better.

A serious look should be given to increasing the basic Montgomery GI Bill benefit of $300 per month. I don't need to tell you that college expenses are escalating annually. College tuition is increasing by 10% per year. Our young people who are utilizing the Montgomery GI Bill say that $300 doesn't go very far in today's climate of higher and higher costs. I would like for the Subcommittee to review tuition increases so that the benefits of the Montgomery GI Bill may keep pace with education costs.

Again, Mr. Chairman, thank you for giving me the opportunity to appear before this Subcommittee. I would be pleased to answer your questions.

# # #

Statement of

Jack Price

Air Force Association National President

Before the

Subcommittee on Education, Training and Employment

House Veterans Affairs Committee

Concerning

The Montgomery GI Bill and H.R. 3199

Mr. Chairman, and Members of the Committee:

I am delighted to have this opportunity to come before your Committee to represent the 200,000 men and women of the Air Force Association.

AFA would like to express its appreciation to this Committee and the Congress for the outstanding support you have given to provide educational opportunities for military personnel and veterans. We are confident this nation is able to meet the ever increasing technical manpower requirements of the military, as a result of the interest and genuine concern you and the members of this Committee have demonstrated over the years.

As you know, AFA worked with you to make the Montgomery GI Bill a reality. We supported the test program, and then again, worked with you to transform the test into legislative reality. The benefits of this bill are many and work to serve our airmen, as well as citizens in local communities. The Montgomery GI Bill contributes to a better educated citizenry who then can make the demanding decisions required of citizens in a free society.

There are many ways the GI Bill can be of service to our nation. Let me briefly discuss one area of concern.

The Air Force Association recognizes that no where is the need more acute than in our nation's shortfall of technical manpower. Yesterday, our Association released a major study titled, "America's Next Crisis -- The Shortfall in Technical Manpower." A personal copy of this study now is being delivered to each of your offices.

The Air Force Association relies heavily on the advice of our councils. One such council is our Junior Enlisted Council, composed of the best and brightest enlisted Air Force members. The information we have received from them indicates the Bill has had a positive impact on the enlistment and retention of bright, upwardly mobile people in both the active and reserve forces.

To further enhance the program, AFA recommends the Committee consider the effect of rapidly rising education costs and that the education costs provided under the GI Bill be increased to maintain the value of the benefit.

In addition to this improvement, the Air Force Association supports H.R. 3199 as a positive measure to provide increased medical personnel for the Reserve Components and improving war time readiness. We are somewhat concerned over the impact a mobilization might have on the medical care provided to our veterans and will defer to the Department of Veterans Affairs on the solution to this problem.

Thank you for the opportunity to present the Air Force Association's position. Your support of the men and women who wear the uniform with pride, both active and reserve, is refreshing, appreciated and noticed.

This concludes my prepared statement. I would be pleased to respond to your questions.

Statement of

The American Legion

1608 K STREET, N. W.
WASHINGTON, D. C. 20006

by

STEVE A. ROBERTSON, ASSISTANT DIRECTOR
NATIONAL LEGISLATIVE COMMISSION
THE AMERICAN LEGION

and

G. MICHAEL SCHLEE, DIRECTOR
NATIONAL SECURITY & FOREIGN RELATIONS COMMISSION
THE AMERICAN LEGION

before the

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
COMMITTEE ON VETERANS AFFAIRS
U.S. HOUSE OF REPRESENTATIVES

on

IMPLEMENTATION AND EFFECTIVENESS OF THE MONTGOMERY GI BILL

SEPTEMBER 21, 1989

Mr. Chairman and Members of the Subcommittee, on behalf of the more than 3 million members of The American Legion, we appreciate the opportunity to appear before this subcommittee to present its views on the implementation and effectiveness of the Montgomery G.I. Bill which was established under Title VII of Public Law 98-525. The American Legion applauds the Committee for its work in the development, passage, and amendments of the Montgomery G.I. Bill, which makes permanent educational assistance programs for the All-Volunteer Force under Chapter 30, Title 38, United States Code, and the program of educational assistance for members of the Selected Reserve, under Chapter 106, Title 10, United States Code.

The stated program purposes of the Montgomery G.I. Bill are to assist members of the Armed Forces to readjust to civilian life after their separation from military service; to assist the All-Volunteer Force program and the Total Force Concept of the Armed Forces by establishing a program of educational assistance based on Active Duty service or a combination of Active Duty service and in the Selected Reserve (including the National Guard); to aid in the recruitment and retention of highly qualified personnel for both the Active Reserve Components of the Armed Forces; and to give special emphasis to providing educational assistance benefits to aid in the retention of personnel in the Armed Forces.

The educational assistance programs of the Montgomery G.I. Bill are funded and administered by the Veterans Administration for the Active Duty components except for "kickers" and supplemental programs which are funded by the Department of Defense. The educational assistance programs for the Selected Reserve are also funded by the Department of Defense.

It comes as no surprise that the permanent Montgomery G.I. Bill is serving as a strong, cost effective recruiting tool for our Armed Forces. Without a permanent G.I. Bill, the services would be forced to compete with an expanding job market and educational institutions in order to attract a larger percentage of high quality youth from a shrinking pool of eligible recruits. As the male cohort shrinks, studies indicate that by the end of this decade the services will need to recruit one out of every two available and eligible non-college males to maintain their current strength levels. The incorporation of the Reserves and the National Guard in the program is also reopening benefits for those essential components of the Total Force. This, in our view, is praiseworthy and reflects a true commitment to that policy.

While no single recruiting incentive can fulfill all of the accession requirements of the active and reserve components, the Montgomery G.I. Bill has become an invaluable part of the Department of Defense's broad program of recruiting incentives. DOD participation rates have steadily increased form 63% of all eligible active duty service members in 1987 to over 80% average. This quantum leap was undoubtedly due to the recent one-time 60-day window which was opened particularly for enlisting Navy and Air Force members. In light of reduced recruiting budgets and the increasing gap between military and civilian pay, educational benefits and other quality of life programs have taken on increased importance. In the active force, while the services appear to be meeting their accession goals under the Montgomery G.I. Bill, the quality of accessions for the active components has improved. For the reserve components, the major effect of the Bill has been to increase considerably the average length of enlistment contracts. The bottom line is the Montgomery G.I. Bill, in concert with the compensation and enlistment bonus incentives, is allowing all branches of the military to compete in the market place for quality personnel.

Again, this Committee is to be applauded for its diligent efforts to ensure a complete, fair, and effective Montgomery G.I. Bill.

With respect to H.R. 3199, the Veterans Health Professionals Education Amendment of 1989, The American Legion has no official mandated position on this topic but has supported educational assistance of this nature in previous Department of Veterans Affairs budget hearings. We believe that certain technical health care professions within the VA medical system require educational assistance programs of this nature to enhance VA recruiting efforts.

Competition in today's marketplace for graduates of accredited health care institutions and/or training programs is keen, and according to our Field Service surveys of VA medical facilities, there have been numerous vacancies reported in the health care fields of physical and occupational therapy, pharmacy, nursing, radiology technicians and others. Recognizably, the retention problem involves more than educational assistance but the lure of higher renumeration and benefits offered by non-governmental medical facilities outside the VA. The program as outlined, however, provides an additional incentive and the potential with which to enhance recruitment and retention efforts in both the Reserve Components and within the medical system of the Department of Veterans Affairs for those Reserve Component service members who are entitled to utilize their Montgomery G.I. Bill benefits for educational assistance.

The $400 a month stipend coupled with Montgomery G.I. Bill benefits appears adequate to finance attendance in post secondary institutions with relevant health care programs. Actual recruiting into this program is, of course, dependent upon contractual agreements between individuals and the VA as to such factors as position assurance, length of obligated service, individual choice of VA medical centers, etc. It is recognized that the military services also offer educational assistance in the health fields, such as the ROTC Nursing Program, with which the VA may have to compete.

Bearing these factors in mind, The American Legion is supportive of the provisions contained in H.R. 3199.

STATEMENT OF
JOHN C. BOLLINGER, ASSOCIATE LEGISLATIVE DIRECTOR
PARALYZED VETERANS OF AMERICA
BEFORE THE
SUBCOMMITTEE ON EDUCATION, TRAINING, AND EMPLOYMENT
OF THE
HOUSE COMMITTEE ON VETERANS' AFFAIRS
CONCERNING
THE MONTGOMERY GI BILL
AND, H.R. 3199
THE "VETERANS HEALTH PROFESSIONALS EDUCATIONAL AMENDMENTS OF 1989"
SEPTEMBER 21, 1989

Mr. Chairman and Members of the Subcommittee, on behalf of the members of Paralyzed Veterans of America (PVA), I wish to thank you for inviting us to testify today. Your support of the various on-going education programs administered by the Department of Veterans Affairs (DVA) is deeply appreciated by our organization.

The Montgomery GI Bill (MGIB) continues to exemplify the excellence in VA educational programs with which we have been accustomed over the years. In addition, legislation to amend Chapter 76, Title 38, USC, as proposed by the Honorable Christopher H. Smith, will complement the MGIB by providing critically needed health professionals in DVA Medical Centers as well as enhancing recruitment opportunities for the Selected Reserve/National Guard. As you requested in your letter of invitation, we will focus our comments today on the DVA's implementation of the MGIB (Chapter 30) and Representative Smith's bill.

THE MONTGOMERY GI BILL (CHAPTER 30)

Since 1944, over 20 million men and women have been trained under the various education programs administered by VA. As the Department has stated in the past, these individuals will pay up to eight times the cost of their education in federal income taxes from the added lifetime income their educations made possible. The government's investment in veterans' education programs is, without question, one of the best investments of any federal program.

As the Vietnam Era GI Bill comes to an end on December 31, 1989, participation in the Montgomery GI Bill continues to grow. The success of the Chapter 30 program is clearly demonstrated by the 725,000 men and women who have chosen to enroll in the program since its inception July 1, 1985. By March of next year, it is expected that the number will swell to one million as new recruits are attracted into both the active duty and reserves. The Department of Veterans Affairs has further projected that the actual number of trainees will increase from just under 22,000 in FY 1989 to a quarter of a million in FY 1995. In addition, pay reductions from Chapter 30 participants are fast approaching $750 million resulting in a program that essentially pays for itself.

The Veterans Benefits Administration (VBA), under the able leadership of Chief Benefits Director R. John Vogel, has done exceptionally well in implementing the various provisions of the MGIB. Over the past four years, numerous improvements to the original bill have been enacted into law and subsequently implemented by the Department. Given the debilitating reductions in FTEE under which the VBA has been forced to operate, PVA believes the Montgomery GI Bill has been effectively promoted and administered.

At issue, we believe, is the VBA's ability to handle the enormous projected increases in MGIB activity as the program matures and expands over the next five to ten years. Management incentives and policy, modernization (ADP), and available resources will continue to dictate the ultimate degree of success which the Chapter 30 program has.

Mr. Chairman, the Chapter 30 program has been successfully operated at the St. Louis Regional Office for the past four years. MGIB applications and certifications have been the exclusive responsibility of that office. As Chapter 30 workload has increased, the Department has begun to expand the number of processing centers to accommodate the additional MGIB activity. The Atlanta, Buffalo, and Muskogee Regional Offices, along with the St. Louis office, will now be responsible for designated regions.

PVA supports this necessary expansion of Chapter 30 processing centers. At the same time, we believe the VBA should consider alternatives to the present benefit delivery system for the other DVA education programs. As Chapter 34 benefits end, the other DVA education programs will collectively represent less than half of DVA education activity. The actual processing of these claims may very well be accomplished more efficiently, along with Chapter 30 claims, in a handful of regions rather than at all 58 regional offices. Veterans Benefits Counselors and other individuals having "direct-line" responsibility for education programs must, however, continue to be available at all regional offices to ensure that program participants are able to get assistance and advice.

The expansion of Chapter 30 processing centers, the decline of Chapter 34 cases, and the relative lower percentage of other education programs has, to a large degree, alleviated our concerns regarding the issue of monthly self-certifications for all such programs. As you know, such certifications were recommended by the Commission to Assess Veterans' Education Policy and are presently being used in the Chapter 30 program. Although the VBA has stated that it expects to be able to handle the increased number of monthly certifications, we remain concerned that the failure of the Department to receive and process a single certification from an individual will result in the suspension of the veteran's education benefits. There are simply too many valid reasons, some over which the veteran has no control, that a monthly certification might not be received and processed by the regional office.

Since it is not the intent of most students to abuse the program, we believe the vast majority will properly advise the Department regarding course reductions and terminations via the monthly certification. Rather than suspend an individual's benefits after non-receipt of one certification, we believe the subsequent monthly check should be sent with a notice of delinquency concerning the certification. The response to the delinquency notice could be diaried for thirty days after which the award could be suspended in the event the certification still has not been received.

The VBA appears to be prepared for the transition of eligible Chapter 34 cases to the Chapter 30 program. Efforts to make this conversion successful have been extensive. Finally, we congratulate the VBA for pursuing optical disc technology. We look forward to a complete and timely evaluation of this prototype.

H.R. 3199 - THE "VETERANS HEALTH PROFESSIONAL EDUCATIONAL AMENDMENTS OF 1989"

PVA is very pleased to support this legislation. We appreciate Representative Christopher Smith's concern for the well-being of both the Department's health care system and the Montgomery GI Bill. H.R. 3199 represents a well-founded and potentially rewarding proposal.

If enacted, this legislation would establish a program to provide post-secondary educational assistance to students in health professions who are eligible for educational assistance under the MGIB (Chapter 106) for Selected Reserves and National Guard. The benefit for such students would be $400 per month, in addition to the $140 per month, under Chapter 106 entitlement. In return for this additional assistance, the student will agree to serve one year in a DVA health care facility for every year of benefite received.

H.R. 3199 is intended to provide benefits during the period of time the student is actually taking health related courses required for the degree. Students pursuing baccalaureate, associate, or technical degrees may be eligible for the assistance.

We believe this amendment has the potential of attracting a wide variety of future health care professionals into the Reserves. As Representative Smith has stated, physical therapists, occupational therapists, pharmacists, and nurses are all in short supply. It is essential that more young men and women find such careers to be attractive alternatives to professions that presently pay higher salaries.

According to the American Association of Colleges of Nursing (AACN), enrollments in basic baccalaureate programs in nursing have declined 18 percent in recent years. The imbalance between demand and supply will continue to grow, especially in DVA facilities where the veteran population is aging faster than the general population. The AACN also found that potential nursing students presently have considerable difficulty with access to financial aid. We are hopeful that H.R. 3199 will attract individuals into a nursing career by offering this financial assistance.

If such a proposal is to be successful, it is also essential that the Selected Reserves/National Guard, the Department of Veterans Affairs, and the Veterans Service Organizations are able to reach into the highschools of this country and sell the concept of benefits for service. Without successful promotion, the intent of this innovative legislation will not be fulfilled.

Mr. Chairman, that concludes my statement. I will be pleased to answer any questions you may have.

VETERANS OF FOREIGN WARS OF THE UNITED STATES

OFFICE OF THE DIRECTOR

STATEMENT OF

JAMES N. MAGILL, DIRECTOR
NATIONAL LEGISLATIVE SERVICE
VETERANS OF FOREIGN WARS OF THE UNITED STATES

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
COMMITTEE ON VETERANS' AFFAIRS
UNITED STATES HOUSE OF REPRESENTATIVES

WITH RESPECT TO

THE MONTGOMERY GI BILL

WASHINGTON, D. C. SEPTEMBER 21, 1989

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for the opportunity to present the views of the Veterans of Foreign Wars of the United States with respect to the implementation and effectiveness of the Montgomery GI Bill. At the outset, I would like to commend the Chairman for holding this hearing, demonstrating his and the Subcommittee's continuing concern for our nation's veterans.

As you know, the VFW has long stood for a strong national defense. We firmly believe that the very foundation of our ability to protect and defend our country lies in a strong and capable troop force which is ready, willing and able to respond to the civil and martial exigencies of this modern age. We believe that our Armed Forces are now in a position to do just this and the Montgomery GI Bill is playing an essential role in achieving and maintaining this crucial capability. Data collected on the program leave no doubt that the Montgomery GI Bill is directly responsible for dramatic gains in military recruitment and retention, allowing our nation to maintain and improve strength levels for both active duty and reserve forces while avoiding a return to the draft.

We of the VFW are convinced that the Montgomery GI Bill is dollar for dollar the most cost-effective means of recruitment now in existence. The Army has stated that the Montgomery GI Bill is saving it hundreds of millions of dollars a year in military personnel cost. These savings come from attracting more intelligent and highly motivated people into the military. And these are exactly the people needed to serve in our modern, high-tech Armed Forces.

We point to the fact the size of this program in dollars in return for service to the nation pales in significance when compared to the massive Pell Educational Grant program of close to $4 billion annually. Pell Grants are provided with no expectation of service to the nation whatsoever in contrast to the Montgomery GI Bill which directly benefits both the participant and the country.

There can be no doubt about it, the Montgomery GI Bill is, across-the-board, the best educational incentive the Department of Defense has to offer today. Furthermore, this educational benefit program is paying for itself by improving recruiting quality and reducing turnover in personnel.

Along with providing a highly motivated and capable Armed Forces, drawn from a full cross section of the population, the Montgomery GI Bill's indirect benefit to the nation is also profoundly felt. Increased taxes paid on increased income more than repays the cost of this educational benefit.

The Montgomery GI Bill is a low cost and highly patriotic means for this nation's young people, who could not otherwise afford it, to further their education and then fully achieve their potential both as mature individuals and as informed citizens. This brings us to address one of the more important aspects of the Montgomery GI Bill, namely, the highly beneficial impact this educational program has on those young men and women who choose to return to civilian life after having served in the Armed Forces. The VFW is highly concerned with the career and personal needs of those in the service of their country, both while in the Armed Forces and after they have returned to the private sector. The VFW has long understood that the education and training received while in the military service often is not sufficient to adequately meet career goals once out of the service. In this regard, the Montgomery GI Bill is designed to provide the financial resources so very necessary to achieve the professional or vocational skills necessary for success in our modern society.

Military service itself, undoubtedly, has a highly beneficial effect on those young men and women who choose to serve their nation. The military's special emphasis on discipline, working for the good of the group and personal initiative, the insistence that the individual makes decisions provides an environment which fosters strong personal growth. This environment invests a young person with an unusually high degree of maturity and self-confidence. Nonetheless, the transition from the rigor and discipline of military life to the more capricious and indefinite contingencies of civilian society is often not easy. This is where the Montgomery GI Bill educational program may serve as an invaluable readjustment aid.

The Montgomery GI Bill provides not only the means of achieving the professional or vocational skills necessary for financial success, but also affords those reentering civilian life the opportunity to enter an educational or academic institution, a place of calm and contemplation, wherein their values and views may be considered in a relaxed yet intellectually disciplined fashion. They are given the chance to carefully compose the intellectual and moral principles which will guide them through the remainder of their lives. Out of such carefully constructed principles are born the finest citizens this nation has to offer. Thus, as a transitional mechanism, the Montgomery GI Bill provides the means whereby our young men and women who have opted to serve in the Armed Forces may achieve both financial well-being and moral and intellectual maturity.

Mr. Chairman, as a young man or woman may very wisely choose to enter the military, he or she may just as wisely choose to leave it. Leaving the certainties of military service for the uncertainties of civilian life is, for many, an intimidating step to take. This is especially true for anyone who comes from the lower economic sector of society and who, therefore, cannot be expected to have an especially clear or happy view of what the world outside of the military holds for them.

Once again, the Montgomery GI Bill can be tremendously beneficial for such young men and women. Due to the aid provided by the Montgomery GI Bill, these individuals know they have the means of at least achieving a near term goal, namely, educational or vocational betterment which may lead to social and financial well-being in the future. In other words, they do not have to feel that leaving the military will result in their being left out in the cold. They are immediately afforded the opportunity to achieve something highly worthwhile in the present which will also benefit them in the future. Because of the Montgomery GI Bill, these young men and women know they have a chance.

Mr. Chairman, this Subcommittee is to be commended for its efforts in making the Montgomery GI Bill a permanent program. We also wish to express our appreciation of this Subcommittee's compassion in advancing legislation which provided a death benefit to certain survivors of a Montgomery GI Bill participant who dies while on active duty. The VFW believes that other situations could exist which also deserve consideration of a refund. Should a Montgomery GI Bill participant be injured while on active duty to the extent he would be unable to further his education, a refund may very well be in order. Of course, this would only be considered on a case-by-case situation.

STATEMENT FOR
THE RECORD BY THE

NAVAL RESERVE ASSOCIATION TO THE SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT OF THE U.S. HOUSE OF REPRESENTATIVES COMMITTEE ON VETERANS AFFAIRS FOR A HEARING ON THE MONTGOMERY G.I. BILL ESTABLISHED UNDER TITLE VII OF PUBLIC LAW 98-525 CONDUCTED ON 14 SEPTEMBER 1986.

Since its passage, the "Montgomery G.I. Bill", has demonstrated its effectiveness as a much needed and critical element in both recruiting and retaining Naval Reservists. Every year participation in this program has increased.

Perhaps, the greatest benefit has been the increase in readiness and the resultant reduction in the repetitive training cost associated with vastly increased retention and increased force stability. The advantages of force stability are particularly rewarding in the high tech environment of most Naval Reserve billets. In the future as the weapons' systems and their associated training programs increase in complexity, the Montgomery G.I. Bill will play an even greater role in force readiness.

The "word" is out among the troops on the Montgomery G.I. Bill, and the "word" is the G.I. Bill is a good program. Retention has increased, Montgomery G.I. Bill applicants have increased 32% in one year, and the population of G.I. Bill eligibles has increased almost 25% over last year.

The Montgomery G.I. Bill has proven to be an unqualified success and when the final cost tally is computed considering the training costs avoided by increased retention, we will find it cost the taxpayer virtually nothing.

THE SECRETARY OF VETERANS AFFAIRS
WASHINGTON

DEC 12 1989

Honorable G. V. (Sonny) Montgomery
Chairman, Committee on Veterans'
Affairs
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

Enclosed please find the Department's responses to questions raised by Congressmen Timothy J. Penny and Chris Smith following the September 14, 1989, hearing on the Montgomery GI Bill. A copy of these responses has been provided to Congressmen Penny and Smith.

Sincerely yours,

Edward J. Derwinski

Enclosure

WRITTEN COMMITTEE QUESTIONS AND THEIR RESPONSE

Questions From Chairman Timothy J. Penny
Subcommittee on Education, Training and Employment
From Hearing of September 14, 1989
To Mr. Grady Horton

Question 1. Do you have any other suggestions for improving the Montgomery GI Bill?

Answer 1. On May 10, 1989, the Department of Veterans Affairs transmitted our draft bill to the Speaker of the House of Representatives to make certain improvements in the educational assistance programs for veterans and eligible persons. Among the proposals we included amendments to the Montgomery G. I. Bill.

Section 102 of the draft bill would permit VA to accept alternate secondary school credentials for Montgomery G. I. Bill eligibility. Section 103 would establish a date by which certain individuals must elect not to participate in the Montgomery G. I. Bill. Section 204 provides technical and clerical amendments to the Montgomery G. I. Bill. Presently, we are developing our legislative proposals for the next session of the Congress.

Question 2. Please provide us with an update of the regionalization of Chapter 30 claims processing. Were all three new sites operational by August 1st?

a) Has there been a significant increase in Chapter 30 users during this fall semester?

b) Has the processing of those claims gone smoothly?

c) Are claims being paid in a timely fashion?

Answer 2. All three sites were fully operational by July 1, 1989. We believe this allowed sufficient time to prepare for the influx of fall enrollment claims.

Answer 2a. Workload for the fall enrollment period which just ended increased dramatically over the prior year. In fact, we processed more chapter 30 claims in September 1989 alone (over 15,000) than we did for the entire 1988 fall enrollment period.

Answer 2b. We are pleased to report that claims processing for the fall enrollment went very smoothly. While September and October were particularly busy, no major delays occurred.

Answer 2c. We have been pleased with processing timeliness thus far. Since regionalization occurred, over 90 percent of the claims received in the four sites have been completed within 30 days, with over 99 percent completed within 60 days. While some slippage did occur in the 0-30 day timeframe, during the fall enrollment, none occurred in the 0-60 category.

Question 3. Can you tell us how much money has reverted to the Treasury as a result of the reduction in basic pay under the

Montgomery GI Bill for active duty servicemembers? Because that amount did not have to be borrowed by the Federal Government, what amount has been saved in interest payments?

Answer 3. The latest data from the Treasury Department show that, fiscal-year-to-date through August 1989, $785,837,107.63 has reverted to Treasury.

The Treasury Department, Financial Management Service, Finance and Funding Branch suggests that we assume that the monies reverted were invested at regular intervals in a mixture of Treasury Securities ranging from 91-day Treasury Bills to long term (6 or more years) notes and bonds. A median rate in the range of interest rates paid by Treasury Securities from the first quarter calendar year 1987 through third quarter calendar year 1989 would fall in the lower 6 percent range. No assumption can be made as to a theoretical investment mix. However, if we were to use a 6.4 percent interest rate it would indicate a savings in the $50 million range.

Question 4. Are you able to make any predictions regarding usage of the Chapter 30 program? What percentage of the individuals participating in the GI Bill do you expect to use at least some of their benefits?

Answer 4. We are not yet able to make any firm predictions regarding usage of chapter 30. VA, DOD and Congressional Budget Office are currently discussing the possibility of jointly developing a model to predict the number of G. I. Bill trainees in the future. We do expect the future utilization rate of chapter 30 to exceed the utilization rates of prior G. I. Bills. This assumption is based on the fact that potential participants have a non-refundable vested interest in the program. Another assumption is that other financial aid resources will not be as available as they were under prior G. I. Bills.

Question 5. In the event that we had a sequester under Gramm-Rudman, what would be the effect on Chapter 30 and Chapter 106?

Answer 5. The chapter 30 basic benefit originates from Department of Veterans Affairs appropriations. Our General Counsel was of the opinion that there was no legal basis to exempt chapter 30 basic benefits from sequestration under Gramm-Rudman. We were able to avert a sequester of chapter 30 basic benefits after we identified sufficient unobligated readjustment funds from Fiscal Year 1989 to offset the sequesterable amount at the start of Fiscal Year 1990. The kicker, supplemental benefits and the chapter 106 benefits are furnished by DOD. Accordingly, we defer to that Agency on the application of Gramm-Rudman on these benefits.

Question 6. In your statement you indicate that 94 percent of those who have trained under Chapter 30 have trained at the college level. Do you know what percentage have attended community or junior colleges?

Answer 6. As of September 1989, 46 percent of those who have trained under chapter 30 have attended community or junior colleges.

Question 7. If the evaluation of the optical disc prototype concludes that this is an efficient, cost-effective means of information storage, what will be the next step? Will this technology be provided to other regional offices?

Answer 7. The evaluation study by Booz, Allen and Hamilton is due in March 1990. If it is positive, we will incorporate image processing requirements into the modernization effort for VBA. As part of modernization, image processing will be provided to additional regional offices.

Question 8. On page 4 of your statement you mention the need for dissemination of timely and accurate information regarding GI Bill benefits. Enclosed is a copy of a sheet entitled "Veterans Benefits Timetable" which was sent recently to an individual with Chapter 34 eligibility who is leaving active duty. On reading this sheet, the individual was led to believe he would have no benefits after December 31, 1989, although he definitely qualifies for the Chapter 30 conversion.

I'd like to encourage you to update fact sheets such as this as quickly as possible so that confusion is kept to a minimum.

Answer 8. VA Form 27-0501, Veterans Benefits Timetable, was updated in March, 1989. VA mails recently-discharged veterans a package through the VADS system which includes a copy of the Timetable plus VA Form 22-1990, Application for Education Benefits, with VA Form 22-0560, Information to Individuals Applying for Educational Assistance.

This information sheet advises individuals eligible to chapter 34 that

(1) Application for chapter 34 benefits may be made with VA Form 22-1990 or VA Form 22-1990v, Notice of Eligibility to Education or Training Benefits (which is issued in the VADS package);

(2) The chapter 34 program will end on December 31, 1989;

(3) Benefits under the Montgomery GI Bill-Active Duty Educational Assistance Program will be available, after December 31, 1989, to chapter 34 individuals who:

(a) Have one day of chapter 34 entitlement remaining on December 31, 1989;

(b) Have served continuously from October 19, 1984, through June 30, 1988 (unless discharge after June 30, 1985, was due to service-connected disability, hardship, or convenience of the government); and

(c) Have received an "honorable" discharge (if no longer on active duty); and

(4) Chapter 30 benefits will not begin until January 1, 1990.

This information sheet has been distributed to the Service Departments to use in pre-discharge briefings. It has also been distributed to schools.

In addition to the above, a check stuffer, VA Form 22-0559, was enclosed with chapter 34 checks in March, May, October, and November to advise veterans of the end of the chapter 34 program and possible eligibility to chapter 30.

As the regional offices process chapter 34 applications and enrollment certifications through the end of the year they will identify those individuals who are eligible to convert to chapter 30 and notify them by letter. This review began in July.

Question 9. You mention on page 7 of your testimony that Chapter 30 and Chapter 106 participants are eligible for educational, vocational and employment counseling. How are these individuals advised of the availability of counseling? What will be the effect of increased requests for counseling on the VA staff who provide counseling in terms of workload? Can they now provide requested counseling within a reasonable timeframe?

Answer 9. Servicepersons and veterans may learn about the availability of counseling services through a number of sources such as publications dealing specifically with education benefits which are available at military bases and VA regional offices and materials sent to each veteran following discharge. This information includes a statement on the application form informing the eligible person that he or she should contact the regional office if he or she desires counseling. Such contact may be made by letter or telephone.

We believe that we will be able to provide timely service to eligible persons who request counseling despite the current and projected increases in the number of trainees under chapters 30 and 106. As indicated in our testimony, we projected approximately 21,000 veterans training under chapter 30 during FY 89, an increase of some 16,000 over FY 88. Counseling services were furnished to 16 veterans found eligible for chapter 30 during the 9 months from October 1988 through June 1989. Under chapter 106 over 60,000 claimants received benefits during the spring of 1989. Counseling services were furnished to 26 chapter 106 claimants during the 9 month period from September 1988 through June 1989 for a total of 42 veterans counseled under both programs during the first 3 quarters of FY 89. In view of the additional resources which we have received to contract for counseling services under VA education programs, providing counseling services on a timely basis is achievable, even if the number of eligible persons requesting counseling under these programs increases substantially.

Question 10. Have you completed your study of the monthly self-certification requirement for Chapter 30 students? If so, what were the results? Would you also provide us with a copy of the study?

Answer 10. Test results have been analyzed and an executive summary report was submitted to the Chief Benefits Director on October 3, 1989. A brief summary of the findings follows.

a. Over one half of the debts created in the sample of cases selected from the chapters 32, 34 and 35 programs could have been prevented with monthly certifications.

b. Actual debts in the sample of chapter 30 cases reviewed would have been almost 50 percent greater had we not required monthly certifications.

These findings establish that a monthly certification is an effective debt prevention measure; permits timely payments; and, is cost effective. The report will recommend the following:

a. Continue to require monthly certifications in chapter 30.

b. Expand monthly certification requirements to include all education programs, BUT ONLY IF it is determined that resources for the fully automated solution integral to the cost-effectiveness of such certification processing can be committed. We will be pleased to furnish you copies of the report when the final printing has been accomplished.

Question 11. How are Congressional inquiries handled on the Chapter 30 program in St. Louis? Does the VA have a preferred method and, if so, has this been communicated to Congressional offices to facilitate assisting veterans?

(A) Has there been any dissatisfaction expressed by Members of Congress in trying to resolve cases involving Chapter 30?

(B) How do you foresee resolving cases at the four centers as opposed to just one in St. Louis?

Answer 11. Under the chapter 30 program, Congressional inquiries are essentially handled the same as under the other educational assistance programs. Congressional offices should continue to contact and to direct correspondence to the appropriate VA regional office in their respective states. All regional offices will continue to maintain an active role in handling chapter 30 inquiries. Every effort will be made to resolve chapter 30 inquiries at the local level, and they will be referred to the chapter 30 regional processing offices for resolution and response only when necessary.

(A) To our knowledge, there has been no dissatisfaction expressed by any Members of Congress regarding the administration of the chapter 30 program. Invariably, there will be some complaints involving individual cases, but the overall administration of the program is favorably viewed.

(B) Cases and inquiries, including Congressional cases, delayed 2 months or more, or where financial need is claimed, will be resolved at the four centers on a priority basis by the chapter 30 regional processing office. Congressional offices may direct correspondence directly to the appropriate regional processing office, whenever the issue is clearly identified as involving chapter 30 education benefits.

QUESTIONS SUBMITTED BY
CONGRESSMAN CHRIS SMITH

TO MR. GRADY HORTON, VA:

Question: 1. Under HR 3199, the $400 per month assistance is designed to be awarded to reservists only while they are enrolled in classes directly related to a health care major -- for the last two years of a four year nursing program, for example. In this case the VA would award a maximum of $7,200 to the reservists. Added to the $5040 the reservists is already receiving from DOD, a reservist receiving this assistance would receive a total of $12,240.

Under the VA's current health professional scholarship program, the VA pays the entire amount of assistance -- an average of $19,696 per employee ($19,243 per nursing student and $23,454 per physical therapy student). It seems that HR 3199 provides the VA with a cost effective recruitment tool. In this light, do you believe HR 3199 would benefit the VA?

Answer: HR 3199 will support reservists in a variety of VA specified health discipline shortage categories at less cost per participant than the scholarship program. This would be advantageous for VA in terms of cost and recruitment.

Questions From Honorable Chris Smith
To Dr. Dennis R. Wyant

Question 1. Under HR 3199, the VA is given the discretion to determine its recruitment needs and target the $400 per month assistance accordingly. How will the VA and DOD coordinate efforts to administer this benefit and communicate changes in the benefit?

Answer 1. Preliminary discussions have been held concerning the best means of implementing the provisions of HR 3199. The current means of exchanging data between VA and DOD for the existing chapter 106 program can be used to adequately communicate changes in the benefit between the two departments. The current system provides the means to monitor a claimant's continued satisfactory performance of his or her reserve service obligation.

Question 2. What is the best way for the VA to inform reservists of this benefit?

Answer 2. Current letters and information pamphlets used by VA and the reserve components can be modified to inform reservists of the benefit.

QUESTIONS SUBMITTED BY
HONORABLE CHRIS SMITH

TO DR. REGAN, VA:

Question:	1a. Does the VA currently have mechanisms in place to collect penalty payments and to place reservists in medical facilities?
Answer:	VA currently has mechanisms in place to collect penalty payments for scholarship program participants who fail to comply with the terms of their contract (Title 38, CFR, Part 17.610). The VA Health Professions Scholarship Program staff arranges and monitors service obligation in VA medical facilities for scholarship program participants as prescribed in Title 38, CFR, Part 17.607.
Question:	1b. Could the VA use the same system currently used for the health professional scholarship program?
Answer:	While the same collection and service obligation systems can be used, specific regulations will need to be added to the current scholarship regulations due to the differences in the eligibility requirements and the various identified educational discipline categories for applicants.
Question:	2. How much leeway do recipients of the health professional scholarship have in deciding where to fulfill their commitment to the VA?
Answer:	Health Professional Scholarship recipients select three employment sites in order of preference from a list of those VA medical centers having recuritment and retention needs at the time of placement. Every effort is made to place the recipient at his or her first choice. Almost all recipients are placed in one of their three choices. Incorporated into the language of the House Appropriations Committee Report for FY 1989, is the following statement: "The Committee expects the VA to reduce the number of facilities to which nurses and physical therapists are assigned for their service obligation to the 50 percent of facilities with the most serious recruitment and retention problems."

OFFICE OF THE SECRETARY OF DEFENSE
RESERVE FORCES POLICY BOARD
WASHINGTON, D.C. 20301

October 13, 1989

Miss Beth Kilker
House Veterans' Affairs Committee
335 Cannon House Office Building
Washington, DC 20515

Dear Miss ~~Kilker~~ Beth:

In accordance with our conversation this morning, this letter will confirm that we are unable to provide further response to questions submitted by the Honorable Chris Smith for the hearing before the Subcommittee on Education, Training and Employment of the Veterans' Affairs Committee on September 14, 1989, and forwarded by Chairman G. V. Montgomery's letter to Major General Berkman, the Military Executive, on September 18, 1989.

The Reserve Forces Policy Board has not met since that hearing and therefore, has not had the opportunity to adequately discuss the questions. If discussion of this pending item occurs in the future, we will provide the results of that discussion.

Sincerely,

Don Gillies

Donald C. Gillies
Captain, USNR
Staff Director

CHAIRMAN TIMOTHY J. PENNY TO MR. DAVID J. BERTEAU

Follow-up Questions
from the
MGIB Hearing
Subcommittee on Education, Training, & Employment

1. Mr. Penney: A provision of Public Law 100-689 established what we referred to as a "window of opportunity" for certain servicemembers who opted out of the MGIB to reconsider that decision and withdraw their election not to participate. We understand the open window was a great success. I'd appreciate it if you would describe for the Subcommittee how this program was implemented.

Mr. Berteau: The open window was indeed a success. Over 27,000 persons who were eligible to change their decisions and re-enroll did so. The implementation on the part of the Services consisted primarily of an all-out effort to spread the word to commanders, career counselors, and all uniformed personnel that may have been eligible for enrollment that the window was indeed open. This effort was sustained throughout the period, and I believe the enrollment data speaks for itself.

2. Mr. Penney: In your testimony you recommend that an enlisted member who is a GI Bill participant who leaves service in order to be in ROTC should be provided one month of education benefits for each month of military service. Do you include young people who accept ROTC scholarships in this recommendation?

Mr. Berteau: This recommendation pertains specifically to those members selected for scholarships. We would like to provide some benefit for good faith contributions, if not month-for-month service, then possibly benefits for each month of contribution. These are the only active duty enlisted people who are released from their Service early for a ROTC program. This is a select group, about 1200-1600 (maximum) annually, that are selected on a competitive basis.

3. Mr. Penney: I'm a little puzzled by your last legislative recommendation. You suggest that individuals whose enlistments are terminated by reason of error or defective enlistments should be permitted to re-start the eligibility clock if they later become eligible to enlist. I believe we addressed that issue last year with a provision in Public Law 100-689. It would be helpful if you would clarify your intent a little for us.

Mr. Berteau: This recommendation expands upon the relief you granted under Public Law 100-689. In addition to pre-existing medical conditions, there are medically caused discharges that do not preclude an individual from beginning a new enlistment after the condition is corrected. This is a minor fine-tuning of the previously granted relief, and we will provide the specific language of the proposal to your staff.

CHAIRMAN TIMOTHY J. PENNY TO MR. ALBERT V. CONTE

QUESTION: In your statement you mention that Department of Defense is now initiating the penalty provision of the Montgomery GI Bill. What procedure has been established for recovery of educational assistance benefits from an individual who has failed to participate satisfactorily in the Reserves?

MR. CONTE: As of September 1989, the Defense Manpower Data Center (DMDC) has begun producing listings, by component, of reservists who are receiving, or have received MGIB educational benefits, and are coded as unsatisfactory participants in the Reserve Components Common Personnel Data System (RCCPDS).

Included in the listing is the recoupment status code, identifying those from whom a refund is required or has been waived. Based upon the data entered by the services, the DMDC will initially calculate the refund amount according to the formula described in chapter 106 of title 10. This information, including the last reported Reserve affiliation of the individual, will be provided quarterly to the Services.

Once the recoupment information is verified by the Services, they will proceed to recover the appropriate penalty amount through their Finance and Accounting Centers, using routine debt collection procedures. These procedures include the ability to collect debts from reservists who may have separated from the reserves.

This new initiative is still in the data collection and verification stages. No penalties have been collected to date. While the dollar amounts are not great in any one individual case, we believe it is an important part of the program. Our procedures will be tested, carefully documented, and audited, so that we will have a complete track record on the extent to which MGIB benefit recipients do not fulfill their service obligation.

QUESTION: Is there any indication that after a reservist has used all the Montgomery GI Bill benefits allowed under the Reserve program, the reservist might leave the reserves before the completion of his term?

MR. CONTE: Yes, that is happening. Of the 8076 individuals who have drawn all their MGIB benefits to date, approximately 15% are no longer participating in the selective reserve. The Defense Manpower Data Center (DMDC) is currently researching the status of the approximately 1250 individuals who may not have fulfilled their obligation. Where appropriate, action to collect a refund will be initiated.

QUESTION: Section 2006 of title 10, U.S. Code, provides for the establishment of the Department of Defense Education Benefits Fund, from which the Chapter 30 kickers and Chapter 106 benefits are funded. I would appreciate it if you would describe for the Subcommittee how amounts to be deposited in the fund are determined, what is the role of the Board of Actuaries, and in what way do the individual Services participate in this process?

MR. CONTE: The Department of Defense contributions to the fund are determined in accordance with procedures and rates approved by the Defense Education Benefits Board of Actuaries. The basic concept is that the present value of future benefits payable from the fund for educational assistance under chapter 106 is placed in the Fund each month based on the actual number of Selected Reservists who enlist, reenlist, or extend for 6 years, multiplied by Per Capita Normal Cost. The concept for chapter 30 "kickers" is analogous. Let me give an example of the approved method with respect to Chapter 106 Selected Reserve benefits. The contribution to the fund for each person who becomes entitled to assistance is calculated from a model designed to capture (among other things): the probability of retaining eligibility by staying for 6 years; the probability of using the benefit in a given year and the timing of the benefits; the average benefit which will be used in a given year; and the assumed interest rate.

The actuarial model projects the amount of money that needs to be set aside each month (i.e. contributed to the Fund) to accumulate to the amount that would be needed to meet all withdrawals and end up even, when education benefits are used up by each individual. This amount is expressed as a "Per Capita Normal Cost". The Per Capita rates are also affected by interest earned (monies in the Fund are invested in U.S. Treasury securities).

Since these payment rates are based on projections and estimates of participation, there will inevitably be overpayments and underpayments. These are represented as an unfunded liability (positive & negative). If positive (underpayment), the amount will be amortized over a period of years determined by the Board of Actuaries, with equal lump sum payments made at the beginning of each fiscal year. If negative (overpayment), the amount is also amortized by the method approved by the Board and an adjustment is made to the subsequent fiscal year Per Capita cost rate. This procedure for a negative unfunded liability is necessary because money cannot flow from the Fund to Reserve accounts and it is extremely important to have a firm track on payments to the Fund. A similar process is used with respect to the Chapter 30 "kickers".

With respect to individual Service participation, it is important to understand that use of the model was not possible during the early stages of the MGIB since no data base existed. Since the Services had no experience data they were required to submit eligibility and usage manually. Since that time, data codes have been developed which are submitted through official personnel data systems to the DMDC and VA. The Services are invited to all public meetings of the Board of Actuaries, share in the agenda information and usually are called upon by the Board to express their views. The greatest contribution the Services can make at this time is to continue to improve the timeliness and accuracy of data submitted to DMDC and the MGIB data file.

FOLLOW-UP QUESTIONS FROM THE HON. TIMOTHY J. PENNY
TO MAJOR GENERAL JOHN B. CONAWAY
VICE CHIEF, NATIONAL GUARD BUREAU
FROM THE HEARING OF SEPTEMBER 14, 1989

1. Participation in Chapter 106 seems to vary fairly widely from one Selected Reserve component to the next. Would you tell us how you explain and promote the program within your component?

ANSWER: The Air National Guard has career and education managers located at each base. These managers regularly speak at commander's call, provide briefings on benefits, and work one-on-one with ANG members. Chapter 106, Montgomery GI Bill, is emphasized at these activities. In addition, articles are published in base papers and posted on bulletin boards.

The Army National Guard has an Education Services Officer in each state who is responsible for informing Army Guardsmen in that state about educational programs. Each state has an Education Services brochure which is used by recruiters and is widely distributed throughout the units in each state.

2. In your personal view, are there any legislative changes in the Chapter 106 program that we should consider making?

ANSWER: Yes. Two primary changes should be considered. The first is to change the requirement that officer personnel must agree to serve six years "IN ADDITION TO ANY OTHER PERIOD OF OBLIGATED SERVICE IN THE SELECTED RESERVE". This is not a fair requirement when enlisted personnel must agree only to serve six years in the Selected Reserve. The other change is to remove limitations for Chapter 106 (MGIB) participation so Selected Reserve members will have the same opportunities available as active duty members do. This includes vocational/technical and graduate studies.

The addition of benefits for graduate study for officers would enhance the value of the MGIB in the area of retention. Graduate study would appeal to many of our officers who have completed their obligation and are at decision points in their careers. Additionally, an increase in the amount of benefits for each participant is needed since the amounts have been unchanged since 1985.

3. In the report published by the Sixth Quadrennial Review of Military Compensation, it was stated that, "regardless of the year of service, participants in the MGIB are more likely to remain in the reserves than their nonparticipating counterparts." Further, the report said, "...comparisons strongly indicate that a reduction in attrition can be obtained from the commitment associated with qualifying for and participation in the MGIB." Based on the experience in your component, would you agree with these statements?

ANSWER: We feel that these statements are accurate. However, in the Army National Guard, we currently do not have a system to verify that MGIB users are more likely to remain in the reserves. Real evidence for continuation in the Air National Guard by members who are MGIB participants will not be available until the last quarter of Fiscal Year 1991 when the initial six-year commitment expires. In the meantime, we feel members who are actively involved with the MGIB are reluctant to asked for permission to separate.

4. Please describe your recruiting program and the role the MGIB plays in it. Please include copies of brochures, etc.

ANSWER: The Air National Guard recruiting program is divided into two primary market groups. The nonprior service market, which targets high schools and colleges, and the prior service market, which targets military veterans. The MGIB is a very important tool for the high school senior who may be considering college and is looking for some assistance with the associated costs. The Air National Guard can offer an opportunity to receive college credit for excellent initial technical skill training through the Community College of the Air Force. The individual can then enter their first year of college with a transcript of college credit already earned plus the MGIB and monthly Unit Training Assembly pay to help pay their expenses. The MGIB is an attractive selling tool for the prior service applicant whose previously earned GI Bill entitlements have expired. Many of these veterans are looking for assistance with current education expenses which the MGIB will provide. The attached brochure represents an 'all service' promotion for the Montgomery GI Bill.

Army National Guard recruiters use the entire incentive package to include the Montgomery GI Bill, the Selected Reserve Incentive Program, and Army Continuing Education System benefits to attract new members. The MGIB is a significant part of the recruiting package because it provides a long term benefit by allowing members to obtain a college education, and it attracts a quality recruit. A sample brochure is attached.

5. Does the MGIB play a part in your attempts to recruit recently discharged veterans into the selected reserves or national guard?

ANSWER: The MGIB has limited value in attracting the recently discharged veteran who has already earned benefits under Chapter 30 (Active Duty) of the MGIB. If a recent veteran has not elected participation in the Chapter 30 program, they can become entitled to the Chapter 106 (Selected Reserve) program. However, these individuals usually do not have a desire to attend college, and the MGIB has limited value to them in their decision to enlist in the Air National Guard. If the MGIB is expanded to include vocational-technical training, more of these individuals may feel the Chapter 106 is beneficial.

It is certainly a recruiting tool for the Army National Guard if the veteran is not participating in the Active Component GI Bill program. Since the Active Army enrolls most of its members into the Active Component GI Bill program during basic training, the Army National Guard is unable to offer Chapter 106 benefits to many veterans.

6. Statistics provided by Mr. Conte show that the number of applicants for Chapter 106 benefits have declined in the Air National Guard. The applications have increased in the other components. Why do you think the Air Guard applications have gone down?

ANSWER: Defense Manpower Data Center (DMDC) data does not support a decline of MGIB applicants in the Air National Guard. From September 1988 to July 1989, the number of MGIB applications from Air National Guard members increased over 4,200. During this same time period, only 42 percent of all Air Guard gains (enlisted and officer) and reenlistment/extensions did not already have a 4-year degree.

7. In your testimony, you mention that General Temple said there is a possibility that training costs could be reduced if vocational-technical training is covered by the GI Bill. Has this been quantified or computed?

ANSWER: No quantification of savings has been computed for this in the National Guard. However, if the vocational-technical training received through civilian institutions equated to that required for award of a specialty skill, the member would not be required to attend the military technical training school. In this sense, there would be a savings.

The Army National Guard has been working for several years with a program that allows low density, highly technical skills to be taught at local vocational-technical schools using approved Army Programs of Instruction. This causes a savings in course instruction costs as well as Temporary Duty (TDY) costs. This program could become more extensive if the skills taught were part of a program which was covered by MGIB benefits.

8. In your personal view, is the advertising budget for your component adequate to effectively promote your service and the MGIB?

ANSWER: No. The Air National Guard was not exempt from recent budget reductions, and virtually all functions within the Air Guard shared in the reduction. The Air Guard's advertising budget is $3 million, which includes national and local unit advertising expenses. Although we feel our overall budget is already too low and can ill afford to absorb an additional expense, we will make adjustments to ensure the MGIB receives appropriate attention.

In the Army National Guard, we need at least $15 million annually to adequately advertise our programs. We are only funded at around $13 million. In making adjustments to this difference, we are forced to cut back on targeted advertising for special programs. Therefore, programs like the MGIB do not get as much attention as they would at adequate funding levels.

QUESTIONS SUBMITTED BY
HONORABLE CHRIS SMITH
SEPTEMBER 15, 1989

TO CHIEFS OF RESERVE AFFAIRS AND NATIONAL GUARD:

1. With regard to HR 3199, how can the VA and DOD work together to administer the benefit and to communicate changes in the benefit?

ANSWER: This benefit could be administered the same way as the MGIB, which the VA and the components are already working together to administer. The administration of the program and communication of any changes could be managed through existing channels. In the Guard, that channel of communication flows from DOD through the Army or Air Force to the Guard, which announces changed to the states and, ultimately, to the units and soldiers.

2. What is the best way to inform reservists of the benefits under HR 3199?

ANSWER: The communication process for informing reservists is already in place. National and local advertising campaigns are very effective in disseminating information to Air National Guard members on all benefits. We could develop a brochure specifically for the HR 3199 benefits and use a direct mail approach for informing current and potential Air Guard members.

For the Army National Guard, a combination of methods is needed. National advertising, recruiter education and emphasis, and the use of the existing personnel channels are the best ways to publicize the program. It could also be included in command information programs.

3. What do you believe are the advantages and disadvantages of HR 3199?

ANSWER: HR 3199 offers the advantages of allowing individuals to obtain an education and serve both the military and the VA. The program should help both the reserve components and the VA improve their health professionals' manning posture. One advantage might be that it would encourage ADN and Diploma nurses to return to school to obtain their BSN. Also, students electing to participate in this program would be guaranteed a job upon graduation. The biggest disadvantage is that this benefit would be available only to Air National Guard members with less than a bachelors degree. Therefore, it would apply only to nurses (with less than a bachelors degree) and hospital administrators in the Air Guard. Procedures need to be addressed concerning the status of participants upon mobilization. Recommend that the six-year selected reserve obligation be established upon graduation, rather than upon entry into the program.

4. Do you believe HR 3199 would prove to be a recruitment incentive for the guard and reserves?

ANSWER: Yes. The benefits would be of particular use to the Army National Guard for recruiting nurses and pharmacists. The program would also be an excellent retention tool. Air National Guard shortages have traditionally been in the nursing and physician areas. Since physicians are not eligible for the GI Bill, this bill would not help with these shortages. Currently employed ADN nurses and diploma nurses would be reluctant to give up current employment for the MGIB. This benefit would serve the Air National Guard as a recruitment incentive only in cases where the member does not have follow-on employment upon graduation.

HON. TIMOTHY J. PENNY TO BRIG. GEN. ROGER BULTMAN,
DEPUTY CHIEF, ARMY RESERVE

INSERT FOR THE RECORD

☐ HOUSE ☐ SENATE	APPROPRIATIONS COMMITTEE	☐ HOUSE ☐ SENATE	ARMED SERVICES COMMITTEE	☐ HOUSE ☒ SENATE	OTHER Veteran Affairs Committee
HEARING DATE 14 Sep 89	TRANSCRIPT PAGE NO.	LINE NO.	INSERT NO.		Mont. GI Bill

MONTGOMERY GI BILL

Question. Participation in Chapter 106 seems to vary fairly widely from one Selected Reserve component to the next. Would you tell us how you explain and promote the program within your component?

General Bultman. We have explained and promoted the program through detailed articles appearing in our command information publications. These publications reach 600,000 members. Recruiting and Retention NCOs have the primary mission of explaining Chapter 106 and other Selected Reserve Incentive Programs (SRIP) to individuals during enlistment or reenlistment processing. These NCOs are provided with up-to-date selected reserve incentive program information through regular training seminars.

Question. In your personal view, are there any legislative changes in the Chapter 106 program we should consider making?

General Bultman. I personally support expanding the Chapter 106 program to permit the same educational opportunities that are available under Chapter 30, Title 38 program, although this is not the position of the Administration or of the Department of Defense. In my personal view, this change would greatly expand the usefulness of Chapter 106 benefits to Reserve soldiers and aid recruiting and retention, as well as promote parity with the Active Component for a key partner in the total force. Inclusion of benefits for vocational and technical training as well as graduate level studies, would make the MGIB even more useful. Access to postgraduate studies would recognise the growing need for military officers to obtain levels of expertise beyond the baccalaureate level to function effectively in a world of increasing technical complexity.

Question. In the report published by the sixth Quadrennial Review of Military Compensation, it was stated that "Regardless of the year of service, participants in the MGIB are more likely to remain in the reserves than their nonparticipating counterparts." Further, the report said, "...comparisons strongly indicate that a reduction in attrition can be obtained from the commitment associated with qualifying for and participation in the MGIB." Based on the experience in your component, would you agree with those statements?

General Bultman. The 6th QRMC report is essentially correct. MGIB participation has a substantial, beneficial retention effect.

Question. Please describe your recruiting program and the role the MGIB plays in it. Please include copies of brochures, etc.

General Bultman. Research indicates that a prime reason for joining the Army Reserve is money for college education. Therefore, education benefits and the MGIB are the focal point in our television recruiting spots and our more than 12 separate recruiting publicity brochures.

INSERT FOR THE RECORD

☐	HOUSE	APPROPRIATIONS COMMITTEE	☐	HOUSE	ARMED SERVICES COMMITTEE	☐	HOUSE	OTHER Veteran
☐	SENATE		☐	SENATE		☒	SENATE	Affairs Committee

HEARING DATE	TRANSCRIPT PAGE NO.	LINE NO.	INSERT NO.	
14 Sep 89				Mont. GI Bill

MONTGOMERY GI BILL

Question. Does the MGIB play a part in your attempts to recruit recently discharged veterans into the Selected Reserves or National Guard?

General Bultman. Yes. The increased benefit of the Montgomery Bill 2 X 4 program is a significant attraction for prior service personnel. The program offers an additional 600 dollars per participant per year. Under the 2 X 4 program increased MGIB benefits are earned from 2 years of Active Duty or Active Guard/Reserve service followed by 4 years of USAR service.

Question. According to testimony presented by the Deputy Assistant Secretary for Reserve Affairs, you have a relatively high percentage of personnel whose GI Bill eligibility status is unknown. Can you explain why this is the case and what is being done to reduce those percentages?

General Bultman. Early difficulties associated with the implementation of the Reserve MGIB centered around our inability to accurately capture eligibility data, and, therefore, the inability of the automated data network to transfer that information to the Veterans' Administration.

Processing of eligibility information for the MGIB has improved significantly since 1987 when there were approximately 174,000 individuals reported as eligibility unknown. As of May 1988, there were about 43,000 individuals coded unknown; in March 1989, 34,990; and as of August 1989, the figure had dropped to around 22,500.

An exhaustive effort is under way to continue improving the Army Reserve MGIB data base. Part of the improvement includes the ability to make instantaneous corrections. The system allows corrections to be made to the data base almost immediately when errors are discovered.

Question. In your personal view, is the advertising budget for your component adequate to effectively promote your service and the MGIB?

General Bultman. Yes. The advertising budget appears to be effective as far as advertising can influence recruiting.

HON. CHRISTOPHER H. SMITH TO BRIG. GEN. ROGER BULTMAN
DEPUTY CHIEF, ARMY RESERVE

INSERT FOR THE RECORD

☐	HOUSE	APPROPRIATIONS COMMITTEE	☐	HOUSE	ARMED SERVICES COMMITTEE	☐	HOUSE	OTHER Veteran Affairs Committee
☐	SENATE		☐	SENATE		☒	SENATE	
HEARING DATE 14 Sep 89	TRANSCRIPT PAGE NO.		LINE NO.		INSERT NO.			MGIB H.R. 3199

H.R. 3199

Question. With regard to HR 3199, how can the VA and DoD work together to administer the benefit and to communicate changes in the benefit?

General Bultman. The Army Reserve currently provides information on MGIB participants to the Defense Manpower Data Center which, in turn, transfers this information to the VA via an automated data network. We will continue our efforts in providing quality data on MGIB participants in administering the benefits of HR 3199.

Question. What is the best way to inform reservists of the benefits under HR 3199?

General Bultman. Existing command information publications would be used to advise Army Reserve soldiers of the benefits of HR 3199. The publications are currently reaching nearly 600,000 reservists. Reservists assigned to troop program units would also be informed of benefits at their regular training assemblies. Management personnel at unit level are normally informed of immediate changes in Army Reserve programs and benefits via electronic messages.

Question. What do you believe are the advantages and disadvantages of HR 3199?

General Bultman. On the surface, we find the proposed bill inviting. The bill would provide Army Reservists with an excellent opportunity to pursue a health care profession while enhancing the Army Reserve's health care contribution to the nation's defense. However, the Department of Veterans Affairs would be at risk upon call-up or mobilization because of the reservists' military obligations.

Question. Do you believe HR 3199 would prove to be a recruitment incentive for the Guard and Reserves?

General Bultman. As I understand the bill, soldiers in medical educational programs would be given a chance of increasing their stipend under the MGIB from $140.00 to $340.00/month. The chance would seem to constitute an incentive targeted at the medical profession. However, it should be kept in mind that there are several incentive programs, already targeted at this market. Further, the monetary incentive of these programs exceed that proposed in HR 3199.

HON. TIMOTHY J. PENNY TO REAR ADMIRAL J. E. TAYLOR, DIRECTOR OF NAVAL RESERVE, DEPARTMENT OF THE NAVY

MONTGOMERY GI BILL

Congressman Penny: Participation in Chapter 106 seems to vary fairly widely from one Selected Reserve component to the next. Would you tell us how you explain and promote the program within your component?

Admiral Taylor: To optimize the benefits of the Montgomery GI Bill we utilize promotional efforts beyond the national television advertisements. We continue to look for ways to promote this excellent program. These include explanatory brochures provided directly to Reservists and recruiting candidates, articles in the Naval Reservists News, and widely read Retention Information Bulletins issued with the Naval Reservists' paychecks.

Congressman Penny: In your personal view, are there any legislative changes in the Chapter 106 program that we should consider making?

Admiral Taylor: The Montgomery GI Bill is working well and we are pleased with its positive effect in recruiting and in reducing attrition. We do not recommend any changes.

Congressman Penny: In the report published by the Sixth Quadrennial Review of Military Compensation, it was stated that, "regardless of the year of service, participants in the MGIB are more likely to remain in the reserves than their nonparticipating counterparts." Further, the report said, "...comparisons strongly indicate that a reduction in attrition can be obtained from the commitment associated with qualifying for and participation in the MGIB." Based on the experience in your component, would you agree with those statements?

Admiral Taylor: Yes, I would strongly agree with those statements. We have clear evidence that the trend supports the conclusion that Naval Reservists who participate in the Montgomery GI Bill are more than 40 percent more likely to continue in their six year obligation compared to those who are not participants.

Congressman Penny: Please describe your recruiting program and the role the MGIB plays in it. Please include copies of brochures, etc.

Admiral Taylor: The Naval Reserve recruiting efforts are geared toward both the prior service and non-prior service candidate. The "dominant buying motive," or why the individual is primarily interested in joining the Selected Reserve, is identified by the recruiter for both types of candidates, which may or may not include continuing education with help from the Montgomery GI Bill. In all cases the recruiter will include the positive benefits from this program.

Congressman Penny: Does the MGIB play a part in your attempts to recruit recently discharged veterans into the Selected reserves or national guard?

Admiral Taylor: Yes, particularly for those recently discharged veterans who did not choose to participate in the Montgomery GI Bill under Chapter 30 when they were on active duty.

Congressman Penny: According to testimony presented by the Deputy Assistant Secretary for Reserve Affairs, you have a relatively high percentage of personnel whose GI Bill eligibility status is unknown. Can you explain why this is the case and what is being done to reduce those percentages?

Admiral Taylor: The Naval Reserve did not initially have a system to rapidly and accurately capture eligibility data. Besides the 76 percent improvement we have made in the last year in identifying unknown eligibles, we have implemented a computer-based administrative support system that enforces zero errors of unknown eligibles data. We also provide each activity with a monthly corrections list of those members who were entered prior to the March 1989 implementation of this system.

Congressman Penny: In your personal view, is the advertising budget for your component adequate to effectively promote your service and the MGIB?

Admiral Taylor: While advertising is an important feature in the process of making people aware of the Montgomery GI Bill and other Naval Reserve benefit programs, it is difficult to make a clear distinction of advertising cost effectiveness when faced with the constant competition for limited resources. As the MGIB program is more widely used, the "free" source of advertising from satisfied participants becomes a more important factor.

HON. CHRISTOPHER H. SMITH TO REAR ADMIRAL J. E. TAYLOR, DIRECTOR OF NAVAL RESERVE, DEPARTMENT OF THE NAVY

Congressman Smith: With regard to H.R. 3199, how can the VA and DOD work together to administer the benefit and to communicate changes in the benefit?

Admiral Taylor: Since the member has to first qualify for MGIB Chapter 106 and be drawing benefits before qualifying for the H.R. 3199 benefits, most of the administrative framework already exists to provide the Department of Veteran Affairs (DVA) with the necessary eligibility data. Communicating changes in benefits can be worked out between DOD and DVA relatively easily as long as there is sufficient time to develop, test, and implement the needed software changes.

Congressman Smith: What is the best way to inform reservists of the benefits under H.R. 3199?

Admiral Taylor: The best way to inform Naval Reservists of the benefits under H.R. 3199 would be through appropriate chains of command (with written instructions, messages and bulletins) and an article in the Naval Reservist News. This publication is sent monthly to the homes of every Selected Reservist within the Naval Reserve and would be followed up by articles in newsletters at the regional and local level. This two-pronged approach would reach the most people and provide valuable promotion of this program.

Congressman Smith: What do you believe are the advantages and disadvantages of H.R. 3199?

Admiral Taylor: H.R. 3199 has the advantage of providing monetary incentives to increase medical professional training, particularly for enlisted Naval Reserve Hospital Corpsman and Dental Technicians and for warrant officer physician assistants. It would also benefit those members who are not currently in a military medical field but who could qualify for the training and subsequently qualify for a medical rating.

One disadvantage would be the additional administrative work required of the Naval Reserve. The DVA should administer the program; however, the coordination with the DOD and DVA, plus the increased commitment for civilian employment, may cause some as yet undetermined problems for those who do not comply with all aspects of their military and DVA obligations. There is also concern over possible conflicts by members who are recalled to active duty before completing their DVA obligation.

Congressman Smith: Do you believe H.R. 3199 would prove to be a recruitment incentive for the guard and reserves?

Admiral Taylor: H.R. 3199 could prove to be a recruitment incentive for the Naval Reserve if promoted and targeted properly. However, this may only be true in those areas with VA Medical Centers or Outpatient Clinics.

CONGRESSIONAL DATA REQUEST

House Veterans Affairs Committee

FOLLOW-UP QUESTIONS FROM THE HON. TIMOTHY J. PENNY
TO MAJOR GENERAL ROGER P. SCHEER
CHIEF, AIR FORCE RESERVE
FROM THE HEARING OF SEPTEMBER 14, 1989

Question: Participation in Chapter 106 seems to vary fairly widely from one Selected Reserve Component to the next. Would you tell us how you explain and promote the program within your component?

General Scheer: Our field headquarters at Robins AFB, GA has conducted a MGIB workshop each year since the program began in 1985. These workshops keep our program managers up to date on policies regarding eligibility, use of the computer system, issuance of Notices of Basic Eligibility, and other management actions. New ideas for promoting the program and interfacing with the Veteran's Administration regional offices are also discussed. Status of the MGIB is briefed at our Commanders' Conferences, First Sergeants' conferences, and at all training and personnel conferences. At the unit level, each new eligible accession is briefed on the benefits of the MGIB.

Question: In your personal view, are there any legislative changes in the Chapter 106 program that we should consider making?

General Scheer: From my personal viewpoint, it appears that there are three changes that should be considered. First, the vocational-technical training, if we can find some way to fund it, would be a welcome addition. Second, we might better manage the program if we had more discretionary control over the funds at the local unit level. Third, as the other Reserve Components have indicated during this hearing, it's probably time to review the monthly benefits in light of today's tuition and other educational costs.

Question: In the report published by the Sixth Quadrennial Review of Military Compensation, it was stated that, "regardless of the year of service, participants in the MGIB are more likely to remain in the reserves than their nonparticipating counterparts." Further, the report said, "...comparisons strongly indicate that a reduction in attrition can be obtained from the commitment associated with qualifying for and participation in the MGIB." Based on the experience in your component, would you agree with these statements?

General Scheer: Participation rates, reenlistments, and retention within the Air Force Reserve have steadily increased since 1985. We have initiated an effort to better define our MGIB participation, in terms of eligibles, participants, and cohort studies to determine the specific effect of the MGIB on recruiting and retention. However, based on the limited data from a recent AF Reserve retention survey, it appears that the MGIB is a key factor in 35% of enlistment and reenlistment decisions.

Question: Please describe your recruiting program and the role the MGIB plays in it. Please include copies of brochures, etc.

General Scheer: The AF Reserve has 267 recruiters, exclusive of headquarters staff personnel, assigned to 39 main operating locations throughout the United States. The MGIB is used as a primary sales tool in recruiting nonprior service personnel. All high school mail-outs done by recruiters include a brochure on MGIB benefits. The program plays a major role in local advertising programs, such as base bulletins and newspapers. A sample newspaper advertisement is enclosed. The MGIB is briefed during sales presentations at job fairs and counseling sessions. Also, we are working on a new flyer that will be attached to each Notification of Benefits issued to individual reservists.

The MGIB monetary benefit attraction helps our recruiters maintain some degree of parity with the National Guard recruiters, who have the added advantage of offering state educational benefits packages.

Question: Does the MGIB play a part in your attempts to recruit recently discharged veterans into the selected reserves or national guard?

General Scheer: So far, the MGIB has not proven to be an effective recruiting tool for prior service members. Prior service enlistees are generally older, already have an established job skill and career, and many have already taken advantage of active duty GI Bill benefits. Also, some prior service applicants indicate that the current monthly MGIB benefits are not a sufficient incentive for a six year commitment.

Since more than three quarters of our assigned personnel are prior service, this may be another factor that directly affects our participation rate.

Question: In your personal view is the advertising budget for your component adequate to effectively promote your service and the MGIB?

General Scheer: As you know, our Air Force Reserve recruiters have been very successful in meeting our strength objectives. In my personal view, they have accomplished this with a less than adequate recruiting budget. Soaring advertising rates have priced us out of the major newspaper, national magazine, and outdoor advertising markets. We do, however, use local radio markets and community newspapers. Most of our ads do mention the MGIB; one out of every five local cable television ads are specifically dedicated toward promoting the MGIB.

CONGRESSIONAL DATA REQUEST

House Veterans Affairs Committee

FOLLOW-UP QUESTIONS FROM THE HON. CHRIS SMITH
TO MAJOR GENERAL ROGER P. SCHEER
CHIEF, AIR FORCE RESERVE
FROM THE HEARING OF SEPTEMBER 14, 1989

Question: With regard to HR 3199, how can the VA and DOD work together to administer the benefit and to communicate changes in the benefit?

General Scheer: Since candidates for this program must be acceptable to both the VA and the Service concerned, it is important that the Services establish a direct link between the VA and the Reserve recruiting services. A liaison group should be established to include the VA and the Reserve recruiting service of each military service. This group would set the initial parameters of the program and be available to discuss and disseminate program charge.

Question: What is the best way to inform reservists of the benefits under HR 3199?

General Scheer: The best way to inform reservists of the benefits under HR 3199 would involve a two-pronged approach. Make information available through both the public affairs office of each reserve unit and through the financial aid offices at the appropriate institutions.

Question: What do you believe are the advantages and disadvantages of HR 3199?

General Scheer: As advantages, this legislation would provide more incentive for the recruiting service to use, and it could result in a significant increase in medical readiness. Possible disadvantages could be that personnel needed by VA my not match up with Air Force wartime requirements, and that the VA would lose significant numbers of personnel in a mobilization.

Question: Do you believe HR 3199 would prove to be a recruitment incentive for the guard and reserves?

General Scheer: HR 3199 would be a definite recruitment incentive for the AF Reserve. It would also be an important retention incentive for those already in the Air Force Reserve.

HON. TIM PENNY TO U.S. MARINE CORPS

FOLLOW-UP ANSWERS FROM MAJOR GENERAL EDMUND P. LOONEY, JR.
TO THE HONORABLE TIMOTHY J. PENNY
CHAIRMAN, HOUSE VETERANS' AFFAIRS
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
FROM THE HEARING OF SEPTEMBER 14, 1989

1. Advertising for the program is accomplished through the Joint Services Advertising Program. Our non-prior service recruiters promote the program during the recruitment process of new accessions. We have a Marine Corps GI Bill pamphlet that describes the basics of the program, and each of our recruiters has a "Product Knowledge Handbook" that includes a description of the active and reserve Montgomery GI Bills from which they can answer any questions. Our success is evident by the fact that 91 percent of non-prior service contracts are 6-year contracts. Our prior-service recruiters also promote the benefits of the program, particularly to members who did not elect participation in Chapter 30 while they were on active duty.

2. We support the addition of vocational technical training under Chapter 106.

3. Yes, we have found that if an individual has used Chapter 106 benefits, the probability of prematurely attriting from the Selected Reserve is reduced by 43 percent.

4. The Marine Corps uses total force recruiting, meaning our recruiters recruit both active duty and reserve non-prior service accessions. Prior-service recruiting is accomplished by our Marine Corps Reserve Support Center. Chapter 106 is a valuable tool, particularly for recruiting new accessions and prior-service Marines who did not elect to participate in Chapter 30 while they were on active duty. In the non-prior service category, the percentage of 6-year contracts has increased from 83 percent in 1986 to 91 percent thus far in Fiscal Year 1989. It has also helped us increase the quality of new accessions, with 98 percent being high school graduates.

5. Yes, it does. Chapter 106 is used as a selling point to those prior-service active duty Marines who elect not to participate in Chapter 30 early in their Marine Corps career. After 3 or 4 years on active duty, many of them have matured and have new goals for themselves which include education. For these Marines, Chapter 106 is another tool they can use to receive the education they now seek.

6. According to our latest report from the Defense Manpower Data Center, as of July 31 the Marine Corps had 1,432 reservists in the unknown category. This was down from approximately 3,600 at the end of June. This constitutes 3.3 percent (down from 8 percent in June) of our reserve population of 43,000 Marines. We do not believe this is inordinately high; however, our Information Systems Division has put increased emphasis on reducing these numbers. In April 1990, we will have an information systems modification in place that will cause reservists' records to be automatically coded as eligible when they meet all the requirements for Chapter 106. This system will simultaneously pass eligibility information to the Defense Manpower Data Center, and a message to the individual's unit telling them to issue a Notice of Basic Eligibility. We expect this modification to significantly improve our accuracy and speed of eligibility coding.

7. The Marine Corps recruitment advertising efforts are solely directed toward a total force recruiting concept, regular and reserve. Our special programs information is produced as collateral material items that are utilized to satisfy our needs. The Montgomery GI Bill is handled in this manner.

The Marine Corps, through various forums, has expressed concern over inadequate levels of our advertising funding. The amounts identified to the Joint Recruitment Advertising Task Force of $2.013 million in Fiscal Year 1990 and $2.404 million in Fiscal Year 1991 represent funding requirements needed to bring the advertising levels in line with the industry inflation rates, not a net increase in our advertising efforts.

Our lead generation efforts are considered absolutely essential to our recruiting effort; we have limited options on where to apply reductions. The major concern is that awareness levels are decreasing at an alarming rate (15 percent since December 1986). Declining awareness translates into declining leads and declining contracts.

The increased service requirements and the declining pool of potential recruits coupled with an increasingly aggressive approach by industry and institutions, requires that we reevaluate our position. Marine Corps advertising has proven to be especially effective in supporting our recruiting mission. Additional funding is desired to increase awareness advertising and lead generation efforts, which contribute significantly to the recruiters' ability to achieve contract goals.

HON. CHRIS SMITH TO U.S. MARINE CORPS

FOLLOW-UP ANSWERS FROM MAJOR GENERAL EDMUND P. LOONEY, JR.
TO THE HONORABLE CHRIS SMITH
MEMBER, HOUSE VETERANS' AFFAIRS
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

1. In administering H.R. 3199 the Department of Veterans Affairs (DVA) and the Department of Defense (DoD) would need to work together in much the same way as we already do with the Montgomery GI Bill. An Agreement of Standard Operating Procedures was developed which clarifies the responsibilities of each agency in providing the necessary administrative support systems to manage the exchange of data, and periodic joint DVA and DoD meetings are held to address any problem areas or changes to the program.

2. Non-prior service accessions would be informed of the benefits by recruiters. Present members of the Reserve would be informed through messages to our Reserve units, and Marine publications.

3. The advantages of H.R. 3199 are that it presumably will be an incentive for recruitment of those individuals who are seeking careers in the health professions, and may help the Department of Veterans Affairs (DVA) improve their posture in health care, which would certainly benefit Marine Corps veterans.

The only disadvantage the Marine Corps foresees is that since we do not have our own health care professionals we may lose a small number of reservists to other services on the basis of this amendment (assuming that an individual educated in the area of health care would prefer to serve remaining reserve time working in a related field).

4. Certainly, additional educational assistance combined with the guarantee of a full-time job with the Department of Veterans Affairs is bound to attract a percentage of individuals seeking health care professions.

1.61

89-1716

U.S. Department of Transportation
United States Coast Guard

Commandant
United States Coast Guard

Washington, D.C. 20593-0001
Staff Symbol: G-CC/104
Phone: 366-4280

5730

DEC 26 1989

The Honorable G.V. (Sonny) Montgomery
Chairman, Committee on Veterans' Affair
Subcommittee on Education, Training
    and Employment
House of Representatives
Washington, DC 20515

Dear Mr. Chairman:

The attached Questions and Answers for the Record of the House Committee on Veterans' Affair, Subcommittee on Education, Training and Employment are provided pursuant to the hearing on 14 September 1989, concerning the Montgomery GI Bill, submitted as per your request. All responses have been reviewed and approved, as required by the Department of Transportation and the Office of Management and Budget.

Please do not hesitate to call if I can provide further assistance.

Sincerely,

T. J. Schaeffer
Thomas J. Schaeffer
Captain, U. S. Coast Guard
Chief, Congressional Affairs Staff
By direction of the Commandant

Enclosure: (1) Qs and As for Congressman Penny, 1-6
           (2) Qs and As for Congressman Smith, 1-4

Copy: (1) Carl Commenator, Minority Staff Director

HON. TIM PENNY TO U.S. COAST GUARD

CONGRESSMAN PENNY QUESTIONS
WITH COAST GUARD ANSWERS: (1)
MONTGOMERY G.I. BILL HEARING, 14/09/89

QUESTION: DOES THE MGIB PLAY A PART IN YOUR ATTEMPTS TO RECRUIT RECENTLY DISCHARGED VETERANS INTO THE SELECTED RESERVES OR NATIONAL GUARD?

ANSWER: A program currently in the planning stages designed to increase active duty affiliation into the Reserve will make use of the MGIB. A special type of recruiting pamphlet directed to members who are separating from active duty has been developed and will be published in FY 1990. The MGIB is described as one of the benefits.

QUESTION: IN YOUR PERSONAL VIEW, IS THE ADVERTISING BUDGET OF YOUR COMPONENT ADEQUATE TO EFFECTIVELY PROMOTE YOUR SERVICE AND THE MGIB?

ANSWER: The Reserve Program provides $100,000 a year to the Recruiting Division, within the Office of Personnel and Training, for advertising. The annual printing cost for two of the Reserve-specific pamphlets that already exist is almost $60,000. In addition, the Coast Guard Reserve is mentioned in all other Coast Guard advertising. Given our current Reserve budget, the development of new pamphlets or any major revisions to current pamphlets would be prohibitively expensive.

QUESTION: PARTICIPATION IN CHAPTER 106 SEEMS TO VARY WIDELY FROM ONE SELECTED RESERVE COMPONENT TO THE NEXT. WOULD YOU TELL US HOW YOU EXPLAIN AND PROMOTE THE PROGRAM WITHIN YOUR COMPONENT?

ANSWER: Various means have been successfully employed to familiarize Selected Reserve members with the benefits available to them through Chapter 106. Recruits are provided with details regarding the Montgomery G.I. Bill (MGIB) benefits during recruit training. Widely distributed directives are published and updated as needed. In addition, current information concerning the MGIB is published in THE RESERVIST newsletter. This newsletter is sent to the home address of every selected reservist. Each District GI Bill Coordinator is responsible for including articles on MGIB in their local newsletters from time to time. These GI Bill Coordinators are kept abreast of any recent developments in connection with the GI Bill, and are thoroughly prepared to answer questions from reservists regarding the program. In addition, we have a toll-free "800" telephone number that members may call in case they have questions concerning the MGIB.

QUESTION: IN YOUR PERSONAL VIEW, ARE THERE ANY LEGISLATIVE CHANGES IN THE CHAPTER 106 PROGRAM THAT WE SHOULD CONSIDER MAKING?

ANSWER: Two major legislative changes are supportable: (1) equity between the Chapter 30 and Chapter 106 regarding the programs of study authorized for benefits, and (2) appropriate increases in the MGIB benefits to compensate for the skyrocketing cost of college tuition. However, from a budgetary standpoint, the Coast Guard Reserve would have extreme difficulty supporting additional outlays to this program without an increase in our appropriation.

QUESTION: IN THE REPORT PUBLISHED BY THE SIXTH QUADRENNIAL REVIEW OF MILITARY COMPENSATION, IT WAS STATED THAT, "REGARDLESS OF THE YEARS OF SERVICE, PARTICIPANTS IN THE MGIB ARE MORE LIKELY TO REMAIN IN THE RESERVES THAN THEIR NONPARTICIPATING COUNTERPARTS." FURTHER, THE REPORT SAID, "...COMPARISONS STRONGLY INDICATE THAT A REDUCTION IN ATTRITION CAN BE OBTAINED FROM THE COMMITMENT ASSOCIATED WITH QUALIFYING FOR AND PARTICIPATION IN THE MGIB." BASED ON THE EXPERIENCE IN YOUR COMPONENT, WOULD YOU AGREE WITH THOSE STATEMENTS?

ANSWER: Yes, I would agree with both assertions made in the aforementioned report. Very few, if any of the members utilizing the MGIB program are discharged early. Also, it appears that many of the requests for extensions that we receive are strictly for the purpose of qualifying for the MGIB.

QUESTION: PLEASE DESCRIBE YOUR RECRUITING PROGRAM AND THE ROLE THE MGIB PLAYS IN IT. PLEASE INCLUDE COPIES OF YOUR BROCHURES, ETC.

ANSWER: RECRUITING AND ADVERTISING FOR BOTH ACTIVE DUTY AND RESERVE ARE MANAGED AND ADMINISTERED BY THE OFFICE OF PERSONNEL. THE MONTGOMERY GI BILL HAS BEEN REPORTED TO BE A SIGNIFICANT TOOL FOR OUR RECRUITERS. RECRUITING BROCHURES INCLUDE VETERANS' BENEFITS AS AN INCENTIVE TO PROSPECTIVE RECRUITS. THE COAST GUARD RECRUITERS RELY HEAVILY ON THE JOINT SERVICES' PAMPHLET "A SALUTE TO THE GI BILL" TO ADVERTISE THE PROGRAM. THE MGIB IS ESSENTIAL TO ENSURING THAT OUR RECRUITING GOALS ARE MET, ESPECIALLY WITH OUR ENLISTMENT PROGRAM THAT IS DIRECTLY TARGETED TOWARD HIGH SCHOOL SENIORS AND CONTINUING COLLEGE STUDENTS. COPIES OF OUR BROCHURES ARE ATTACHED.

QUESTION: DO YOU BELIEVE HR 3199 WOULD PROVE TO BE A RECRUITMENT INCENTIVE FOR THE GUARD AND RESERVES?

ANSWER: HR 3199 would probably be a very effective incentive for those services with medical corps. It is also feasible that the Coast Guard Reserve could use this program to advance enlisted members to physician assistants, rather than recruiting them.

HON. CHRIS SMITH TO U.S. COAST GUARD

CONGRESSMAN SMITH QUESTIONS
WITH COAST GUARD ANSWERS: (1)
MONTGOMERY G.I. BILL HEARING, 14/09/89

QUESTION: WHAT IS THE BEST WAY TO INFORM RESERVISTS OF THE BENEFITS UNDER HR 3199?

ANSWER: Individual Coast Guard reservists can probably best be informed of the benefits under HR 3199 through articles in our Reservist newsletter. Other methods we could use to inform our members would be a change to the appropriate Coast Guard formal instruction, by the use of teletype message traffic, and through the efforts of the District GI Bill Coordinators appropriate notices in district newsletters and notices.

QUESTION: What do you believe are the advantages and disadvantages of HR 3199?

ANSWER: The advantages of HR 3199 are two-fold - the first being that the bill targets students who are pursuing degrees in the health professions, a group who are in great demand in both the civilian and military communities. Secondly, HR 3199 may serve as a good retention tool for those members already in the Coast Guard Reserve, or leaving the active force, to remain in, or join the Reserve. We currently have enlisted members in the rating of Health Services Technician, who are attending medical institutions, and this may provide a means to retain these individuals in the Reserve, both during the period while they are attending school, as well as when they receive their appropriate certification. I do not perceive any disadvantages for the Coast Guard Reserve in the HR 3199 bill.

QUESTION: WITH REGARD TO HR 3199, HOW CAN THE VA AND DOD WORK TOGETHER TO ADMINISTER THE BENEFIT AND TO COMMUNICATE CHANGES IN THE BENEFIT?

ANSWER: Both the DoD and the VA should share the costs of advertising and promoting this program. Since the recipients serve one year in a VA health care facility for each year of benefits they receive, part of the cost of promoting the program should be paid by the VA. Since the VA already has VA representatives at most major colleges and universities, these personnel should be able to find means of communicating this benefit to prospective candidates already studying medical or premedical courses at their particular school. This effort on the part of the VA could supplement the efforts of DOD recruiters, enabling each to benefit from the recruiting of new applicants.

National Guard Association of the United States responses to questions submitted by the Honorable Chris Smith September 15, 1989:

1) Regarding HR 3199, what do you believe is the most appropriate way to inform Guard and Reservists of this benefit?

Major General Kiefner: The NGAUS believes that information on this program and career opportunity should be disseminated through a variety of means. The first resource would be the official Department of Defense channels to include recruiting advertising, career counseling and education offices. Additionally, military associations could spread the word through their publications and communications network. Finally, education offices at colleges and universities, along with guidance offices at high schools, would be a third major source of information.

2) What do you believe are the advantages and disadvantages of HR 3199?

Major General Kiefner: Medical professional shortages are critical problems for the Department of Veterans' Affairs and the Department of Defense. The clear advantage to the program provided in HR 3199 is that it would begin to resolve medical professional shortages in both Veterans' hospitals and the Guard and Reserve. It appears to provide a cost effective alternative to current Veterans' Affairs scholarship programs, guarantee a flow of staff personnel into Veterans' hospitals and enhance the Montgomery GI Bill (MGIB) by targeting a specific group without eroding the fundamental principles of the MGIB. The program should attract quality people that are motivated toward public service. One of the strengths of the Guard and Reserve is stability and continuity within the force. This attribute can further enhance the service and quality of care in Veterans' hospitals.

The disadvantages we foresee are conflicting requirements for the individual, particularly in the event of mobilization. Casualties resulting from a military event requiring mobilization would undoubtedly increase the manpower needs and patient load of the Veterans' hospital. The Guard and Reserve cannot afford to have their personnel diverted from the military mission at the time of mobilization. Our second concern, which we believe has been resolved, is loan forgiveness in the event of callup to active duty. Both these concerns could be alleviated through regulations and memorandums of understanding.

3) Do you believe HR 3199 would prove to be a recruitment incentive for the Guard and Reserves?

Major General Kiefner: Yes, with increasing tuition costs and educational expenses, the modest Chapter 106 MGIB benefit only defrays a relatively small portion of college costs. An additional $400.00 per month should prove to be an attractive incentive for potential Guard and Reserve members interested in pursuing a medical profession.

Reserve Officers Association of the United States
The Professional Association Representing All Officers

September 25, 1989

The Honorable G. V. (Sonny) Montgomery
Chairman
Committee on Veterans' Affairs
335 Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

In response to your letter of September 18, 1989, I am enclosing our responses to the additional questions submitted by the Honorable Chris Smith for inclusion in the transcript of the hearing held by the Subcommittee on Education, Training and Employment on September 14, 1989.

Sincerely,

C. J. Lively, Jr.
Colonel, USA (Ret.)
Director
Retirement Affairs

CJL:ala
Enclosure

Army ★ Navy ★ Air Force ★ Marine Corps ★ Coast Guard ★ Public Health Service ★ NOAA

One Constitution Avenue, N.E., Washington, D.C. 20002-5624 ★ Telephone: (202) 479-2200

RESPONSES BY

COLONEL C. JUDSON LIVELY, JR., USA (RET.)

RETIREMENT DIRECTOR

RESERVE OFFICERS ASSOCIATION OF THE U.S.

TO

QUESTIONS SUBMITTED BY THE HONORABLE CHRIS SMITH

AS PART OF THE HEARING HELD BY THE SUBCOMMITTEE

ON EDUCATION, TRAINING AND EMPLOYMENT

ON

SEPTEMBER 14, 1989

1. Regarding HR 3199, what do you believe is the most appropriate way to inform guard and reservists of this benefit?

ANSWER: While there are many ways to get the word out on HR 3199, we recommend that the following sources be given particular attention: official reserve publications that are published by the respective services; distribution of appropriate information through the ROTC command structure of the services; information packets to the reserve oriented associations, e.g., Reserve Officers Association, National Guard Association, etc.; press releases to the student aid counsellors at recognized colleges and universities; and information to the Registrar's office of specialized schools in the health care field as appropriate.

2. What do you believe are the advantages and disadvantages of HR 3199?

ANSWER: The Reserve Officers Association sees many advantages in HR 3199 among them being the potential of bringing interested reservists into the health care field as well as bringing qualified students in the health care educational system into the reserve. In addition, this legislation should have a positive impact on the VA health care system by filling shortages during the obligatory period and by also increasing awareness of the VA health care field as a permanent career option. The possible disadvantage that we see with the legislation is the potential loss of a trained asset to VA upon mobilization.

3. Do you believe HR 3199 would prove to be a recruitment incentive for the guard and reserves?

ANSWER: ROA believes that HR 3199 would be a positive recruitment incentive for the guard and reserves and has the potential of attracting a group of physically and mentally qualified individuals into the Guard and reserve that might not otherwise consider military service.

EANGUS
1 MASSACHUSETTS AVE. NW SUITE 101
WASHINGTON, D.C. 20001
202-371-1856

25 September 1989

The Honorable G. V. (Sonny) Montgomery
U. S. House of Representatives
2184 Rayburn House Office Building
Washington, DC 20515-2403

Dear Sir,

On behalf of the more than 55,000 members of the Enlisted Association of the National Guard, I wish to express our appreciation for the opportunity to share our views on expansion of the Reserve G.I. Bill.

EANGUS shares your view that the role and mission of the National Guard and Reserve must continue to be expanded in order to maintain a strong, cost-effective national defense. We further believe that if the National Guard and Reserves are to accomplish this objective they must recruit and retain the high quality young men and women needed to man the Total Force of the future.

We believe an overall expansion of the Reserve G.I. Bill, including enhancements contained in H.R.3199 will prove to be potent incentive in attracting and retaining high quality force. At the same time, H.R.3199 provides a means to reduce our reserve forces critical manpower shortages, and that of our Veterans' hospitals as well.

EANGUS is committed to expansion of the Reserve G.I. Bill; especially in the area of vocational-technical training, and we appreciate the support your Committee has provided to the National Guard and the Guardsman. You can count on The Enlisted Association's full support for any proposal which contributes this objective.

Sincerely,

J. Hendricks
Jim Hendricks
Executive Director
(202) 371-1856

cf: Chairman, Subcmte on Education, Training and Employment
Ranking Minority, Subcmte on Education, Training and Employment

ENLISTED ASSOCIATION OF THE NATIONAL GUARD OF THE UNITED STATES

Response to

CHAIRMAN
HOUSE COMMITTEE ON VETERANS' AFFAIRS

by

Jim Hendricks
Executive Director

25 September 1989

SUBJECT: "Veterans Health Professionals Educational Amendment of 1989" (H.R.3199)

Upon passage of legislation enacting the provisions of H.R. 3199, I believe it is paramount that a comprehensive information campaign be initiated. In response to your questions, I submit the following comments:

1) I believe efficient and timely dissemination of information on H.R.3199 is essential and recommend the following promotional mediums:

A. Guard/Reserve associations.
B. Veterans' and Retiree associations/organizations.
C. Guard/Reserve Recruiting and Retention Bulletins.
D. National Committee for Employer Support of the Guard and Reserve, (NCESGR).
E. News Releases: Army, Navy and Air Force Times.
F. Personal visits to major Guard and Reserve Medical Commands, and Veterans' hospitals.
G. The 55,000 members of EANGUS throughout the Nation represent a sizeable grassroots communications network. Effectively mobilized; representatives from our State Associations would be able to assist in the timely dissemination of information throughout their State, and unit.

2) I envision no foreseeable disadvantages to H.R.3199. However, Section 4354 "Obligated service" and Section 4355 "Breach of agreement; liability" require further clarification.

A. First, and foremost, the military service obligation of Guard and Reserve members participating in such programs as outlined in H.R.3199 must subordinate provisions of Section 4354 "Obligated service."

B. In the event of mobilization, provisions must be made to ensure the Guard or Reserve member are not subject to the default provisions contained in Section 4355 "Breach of agreement; liability."

3) As stated in my testimony before the Subcommittee of Education, Training and Employment, EANGUS believes expansion of Chapter 106, of title 10 to emulate benefits available under Chapter 30 of title 38 would have a significant impact upon recruiting and retention in the Guard and Reserve. We believe H.R.3199 is a significant step toward the realization of this goal.

On behalf of our more than 55,000 members, I appreciate the opportunity to share our views on the need to expand the Reserve G.I. Bill and to the future success of H.R.3199 in the interest of our reserve components and all veterans.

FLEET RESERVE ASSOCIATION

Representing All Enlisted Personnel of the
U.S. NAVY ✩ U.S. MARINE CORPS ✩ U.S. COAST GUARD

1303 New Hampshire Avenue, N.W., Washington, D.C. 20036 • (202) 785-2768

28 November 1989

The Honorable G.V. Montgomery
Chairman
Committee on Veterans Affairs
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

The fax letter, dated 16 November 1989, of yours of September 1989 re: H.R. 3199 is hereby received and acknowledged. I am sure that you can appreciate my absence to be at my national convention in late September and my subsequent retirement. I regret the inconvenience Beth Kilker was put to in getting us the fax copy of the original so that we could respond.

I am happy to answer U.S. Representative Chris Smith's questions for the record. In compliance with your request for this information to be in the specified printing format I am placing the answers to the questions consecutively on an enclosed separate legal size sheet of paper. For the record, both yours and ours, I am stating the questions and answers in this letter.

1. Regarding H.R. 3199, what do you believe is the most appropriate way to inform guard and reservists of this benefit?

ANSWER: The Fleet Reserve Association based on past performance and history believes a most effective and practical way to inform guard and reservists beneficiaries of the benefits contained in H.R. 3199 would be to have the Veterans Administration and the Department of Defense to publish an informative handbook in laymans language telling individual members of the guard and reserve what G.I. Bill benefits are available to them and how they may obtain them. Guard and Reserve Unit Commanders should have the responsibility of assuring that every member of their unit receives a personal copy of the booklet. In addition to this, oral presentation with appropriate training aids explaining the benefits of the law and how to obtain them should be given to the units in a practical fashion.

2. What do you believe are the advantages and disadvantages of H.R. 3199?

ANSWER: The advantages of H.R. 3199 should be immediately obvious to anyone familiar with the workings of the G.I. Bill. Collectively, the G.I. Bills (WWII, Korean, Vietnam and Montgomery G.I. Bills) have been the most far-reaching personnel benefit our government has offered over the past half-century. The G.I. Bill have been like "bread cast upon the waters" as the direct benefits have returned to the nation in better citizens, improved economy and additional revenues beyond our expectations. Speaking frankly, we are unable to envision any disadvantages to H.R. 3199.

3. Do you believe H.R. 3199 would prove to be a recruitment incentive for the guard and reserves.

ANSWER: The Fleet Reserve Association is absolutely positive that H.R. 3199 will prove to be a tremendous boon to recruiting for the guard and reserve. One has only to look at the unprecedented results of the Montgomery G.I. Bill's beneficial impact on recruiting and retention in the peacetime all-volunteer force. The growing participation statistics are staggering and amaze all advance expectations. We are confident the same measure of success with the appropriate public information program as suggested in our answer to question number one can be achieved for the guard and reserve.

Once again, the Fleet Reserve Association appreciates having the opportunity to express its views on veterans issues and proposed legislation. We look forward to cooperating with your Committee in endeavors that prove to be mutually beneficial to our nation and its veterans.

With every good wish, I remain in

Loyalty, Protection and Service,

ROBERT W. NOLAN
National Executive Secretary Emeritus

1. The Fleet Reserve Association based on past performance and history believes a most effective and practical way to inform guard and reservists beneficiaries of the benefits contained in H.R. 3199 would be to have the Veterans Administration and the Department of Defense to publish an informative handbook in laymans language telling individual members of the guard and reserve what G.I. Bill benefits are available to them and how they may obtain them. Guard and Reserve Unit Commanders should have the responsibility of assuring that every member of their unit receives a personal copy of the booklet. In addition to this, oral presentation with appropriate training aids explaining the benefits of the law and how to obtain them should be given to the units in a practical fashion.

2. The advantages of H.R. 3199 should be immediately obvious to anyone familiar with the workings of the G.I. Bill. Collectively, the G.I. Bills (WWII, Korean, Vietnam and Montgomery G.I. Bills) have been the most far-reaching personnel benefit our government has offered over the past half-century. The G.I. Bill have been like "bread cast upon the waters" as the direct benefits have returned to the nation in better citizens, improved economy and additional revenues beyond our expectations. Speaking frankly, we are unable to envision any disadvantages to H.R. 3199.

3. The Fleet Reserve Association is absolutely positive that H.R. 3199 will prove to be a tremendous boon to recruiting for the guard and reserve. One has only to look at the unprecedented results of the Montgomery G.I. Bill's beneficial impact on recruiting and retention in the peacetime all-volunteer force. The growing participation statistics are staggering and amaze all advance expectations. We are confident the same measure of success with the appropriate public information program as suggested in our answer to question number one can be achieved for the guard and reserve.

FOLLOW-UP QUESTIONS FROM THE HON. TIMOTHY J. PENNY
TO LIEUTENANT GENERAL ALLEN K. ONO
DEPUTY CHIEF OF STAFF FOR PERSONNEL, US ARMY
FROM THE HEARING OF SEPTEMBER 21, 1989

Mr. Penny. General Ono, as I'm sure you know, Section 1046 of title 10 requires that upon discharge or release from active duty, a servicemember must be counseled regarding the GI Bill educational benefits to which the individual is entitled. We have been told by school officials that many of the young people enrolled in their schools do not understand their benefits and apparently did not receive the required counseling.

Would you describe the counseling process now in place in your service? Could procedures be approved?

General Ono. Mr. Penny, Army Continuing Education System guidance counselors are required to counsel soldiers on their Veterans benefits, and how to use them, not later than 150 days prior to separation. Army education centers send letters monthly to battalion-level or separate company commanders identifying soldiers who require this mandatory counseling. Soldiers must sign a statement that this counseling has been received to be included in the official record for historical purposes.

Soldiers are reminded of their educational entitlements and this counseling requirement again, not later than 90 days prior to separation at the mandatory Preseparation Services Program Orientation. Follow-up, and individual counseling is available at the education center.

Finally, personnel processing regulations require that all soldiers out process at the education center before final installation clearance to ensure the mandatory counseling is received and documented in the official record.

Reports show that this counseling requirement is sometimes ignored or overlooked. This is unacceptable. Currently, steps are being taken to reinforce regulatory policy and procedural guidance I want our soldiers to fully understand their educational entitlements and continue their education as satisfied Army alumni.

HON. TIM PENNY TO U.S. ARMY

INSERT FOR THE RECORD

☐ HOUSE ☐ SENATE	APPROPRIATIONS COMMITTEE	☐ HOUSE ☐ SENATE	ARMED SERVICES COMMITTEE	☐ HOUSE ☐ SENATE	OTHER
HEARING DATE 21 Sep 89	TRANSCRIPT PAGE NO.	LINE NO.	INSERT NO. Q-2		

MONTGOMERY GI BILL

Mr. Penny. On this committee, we are primarily concerned with the GI Bill as a readjustment benefit. We are, however, also concerned that the program continue to succeed as a recruitment and retention incentive for the Armed Forces. In that regard, in your personal view, is the current basic benefit level sufficient to ensure the program is attractive to the young people we want to recruit.

Lieutenant General Ono. The Army supports periodic adjustment of the Montgomery GI Bill education benefit based on inflation and increasing education cost. Inflation for the past several years has ranged between 9-14%. Last year's tuition cost rose an average of 9%. Each year that passes without an upward adjustment to the basic benefit lessens its attractiveness to young Americans.

CONGRESSMAN CHRIS SMITH TO LT. GEN. ALLEN K. ONO, DEPUTY CHIEF OF STAFF FOR PERSONNEL, U.S. ARMY

(1) As you know, H.R. 3199 provides educational assistance for members of the Guard and Reserves, not the Active Duty component. Do you think H.R. 3199 could appropriately be applied to the Active Duty component?

No sir, not in its current format. Also, I'm not sure we'd want to use it because it could act as an incentive for one of our critical MOS to leave active duty. It could, perhaps, become a deviation of our 2+2+4 test program that would warrant testing after the conclusion of our current test.

(2) During discussion of H.R. 3199 at our subcommittee's hearing, several of the witnesses pointed out that in the case of mobilization, there would be a potential conflict between a reservist's obligation to the VA and to the Reserves. Do you have any thoughts or suggestions as to how this could be handled?

The dual obligation to serve as a member of the Selected Reserve and serve with the Department of Veterans Affairs can be compatible if the priority of service is fulfillment of selected reserve obligation. The individual must be available for inactive duty training and active duty training which are required of selected reserve service. During a national emergency, state emergency or mobilization in the case of National Guard personnel, or federal mobilization, the individual must be available for service. The individual may not hold a position in the Department of Veterans Affairs which has been designated as a "key position".

HON. TIMOTHY J. PENNY TO U.S. NAVY

MONTGOMERY GI BILL

Chairman Penny: As I'm sure you know, Section 1046 of title 10 requires that upon discharge or release from active duty, a servicemember must be counseled regarding the GI Bill educational benefits to which the individual is entitled. We have been told by school officials that many of the young people enrolling in their schools do not understand their benefits and apparently did not receive the required counseling.

Would you describe the counseling process now in place in your service? Could these procedures be improved?

Admiral Donovan: We have two Career Information Teams, one based in Norfolk for the Atlantic Fleet and one in San Diego for the Pacific Fleet. There are additional counselors available for the following areas: Great Lakes, Newport, Philadelphia, Charleston, Jacksonville, Pensacola, Long Beach, San Francisco, Hawaii and the Pacific Northwest. These counselors are well-versed in the area of educational benefits and are experts in the intricacies of affiliation with the naval reserve.

Navy instructions require commanding officers to certify that a member has been counseled on his educational benefits and the advantages of affiliating with the reserves. An administrative remarks entry is required to be signed by all members leaving the Navy and becomes a part of the member's permanent record.

To ensure compliance with this requirement we are adding this issue to the areas that are looked at during our periodic Quality of Life area visits conducted by the Navy Inspector General (IG).

Chairman Penny: On this Committee we are primarily concerned with the GI Bill as a readjustment benefit. We are, however, also concerned that the program continue to succeed as a recruitment and retention incentive for the Armed Forces. In that regard, in your personal view, is the current basic benefit level sufficient to ensure the program is attractive to the young people you want to recruit?

Admiral Donovan: Recent surveys conducted by the Navy of newly reporting recruits show that 82 percent cited continuing education and GI Bill as either their primary or secondary motivator for enlisting.

In light of that, a serious look should be given to raising the basic Montgomery GI Bill benefit of $300 per month. It was set when the program was first enacted in 1984. College tuition for the upcoming school year will increase by as much as nine percent. The young people of today are very aware of the cost of continuing education and we hear the comment that $300 per month doesn't go very far in today's world. A periodic review of tuition increases should be considered so that the benefits may keep pace with inflation and costs.

HON. CHRISTOPHER H. SMITH TO U.S. NAVY

MONTGOMERY GI BILL

Congressman Smith: In regard to your suggestions on page two of your statement, how many Navy members separate early to attend ROTC and how many separate because of being a sole surviving child; how many are discharged early for medical reasons and later reenter the military?

Admiral Donovan: The numbers separating early from the Navy in FY-88 for the above reasons are very small, approximately 300 to attend ROTC and only one for reason of being a sole surviving child. DoD-wide these two early releases account for less than 700 discharges per year.

The second part of the question is more difficult to ascertain since some of these members are given entry level separations without specifying that it is for medical reasons. Looking at the number who separated early due to failure to meet weight standards, for example, and later reentered the same service, Navy has had six since the beginning of the Montgomery GI Bill, and DoD-wide there have been less than 70.

While these are very small numbers, we believe it is a matter of equity that they be allowed the benefits of the Montgomery GI Bill.

Congressman Smith: As you know, H.R. 3199 provides educational assistance for members of the Guard and Reserves, not the Active Duty component. Do you think H.R. 3199 could appropriately be applied to the Active Duty component?

Admiral Donovan: H.R. 3199 is not feasible for active duty Navy members who would be unable to pursue a full-time education program because of their full-time job in the Navy. Although we have several programs which allow active duty members to pursue full-time education, these programs require a pay-back to the Navy which would not satisfy the needs of the Department of Veterans Affairs.

Congressman Smith: During discussion of H.R. 3199 at our subcommittee's hearing, several of the witnesses pointed out that in the case of mobilization, there would be a potential conflict between a reservists's obligation to the VA and to the Reserves. Do you have any thoughts or suggestions as to how this could be handled?

Admiral Donovan: Title 10, United States Code, specifies the obligation of reservists in the event of recall for full mobilization. Their first allegiance would have to be to the Selected Reserve.

FOLLOW-UP QUESTIONS FROM THE HON. TIMOTHY J. PENNY
TO LIEUTENANT GENERAL THOMAS J. HICKEY
DEPUTY CHIEF OF STAFF FOR PERSONNEL, US AIR FORCE
FROM THE HEARING OF SEPTEMBER 21, 1989

1. As I'm sure you know, Section 1046 of Title 10 requires that upon discharge or release from active duty, a servicemember must be counseled regarding the GI Bill educational benefits to which the individual is entitled. We have been told by school officials that many of the young people enrolling in their schools do not understand their benefits and apparently did not receive the required counseling.

Would each of you describe the counseling process now in place in your service? Could these procedures be improved?

Answer. We established mandatory procedures to require uniform counseling practices for each Air Force separation center concerning Veterans Administration education benefit programs for those of our personnel who are about to be discharged or released from active duty. Further, we encourage these individuals to contact their closest Veterans Administration Office for more in-depth information. Our checklist for each individual is signed off by the presenter who provides the outprocessing counseling and is signed by the individual who receives this counseling prior to departure from the Air Force.

We have provided Veterans Administration benefit counseling since the mid-1960s at the beginning of each individual's service career. Briefings are provided by professional guidance counselors for all personnel upon arrival at their initial and subsequent duty stations. Our briefings cover all facets of off-duty educational opportunities available at or near each Air Force base.

As in all elements of our business, we constantly look for ways to improve the process. At present we are developing a brochure on current Veterans Administration benefits to be provided as a handout for each individual who separates from the Air Force. We have requested Veterans Administration input as to the adequacy of our brochure before we go to final publication.

2. On this committee we are primarily concerned with the GI Bill as a readjustment benefit. We are, however, also concerned that the program continue to succeed as a recruitment and retention incentive for the Armed Forces. In this regard, in your personal view, is the current basic benefit level sufficient to ensure the program is attractive to the young people you want to recruit?

Answer. We do not believe the current basic benefit level is sufficient at present. The Montgomery GI Bill should be reviewed periodically to ensure that benefit levels keep up with inflation; for post-secondary education this rate has exceeded 7% for some years. We therefore encourage your review of national trends pertaining to costs for higher education.

While we will continue to put forth our very best effort to attract the quality people we require in the future, we will need every available incentive, including an attractive and appropriately funded GI Bill, to make this possible.

U.S. AIR FORCE

QUESTIONS OF HONORABLE CHRISTOPHER SMITH

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

21 September 1989

(1) As you know, H. R. 3199 provides educational assistance for members of the Guard and Reserves, not the Active Duty component. Do you think H. R. 3199 could appropriately be applied to the Active Duty component?

Gen Hickey: The concept of H. R. 3199 is not required for active duty health professions personnel because: (1) Enlisted personnel are not required to have any kind of degree. All of their required formal training is provided through the technical training centers in designated medical treatment facilities. (2) Physicians' and dentists' educational requirements are too extensive for this type program. The Health Professions Scholarship Program exists to produce healthcare providers. (3) The Airman Education and Commissioning Program is available to produce needed specialities and has been used in the past to train nurses.

(2) During discussion of H. R. 3199 at our subcommittee's hearing, several of the witnesses pointed out that in the case of mobilization, there would be a potential conflict between a reservists's obligation to the VA and to the Reserves. Do you have any thoughts or suggestions as to how this could be handled?

Gen Hickey: H. R. 3199 would be a positive measure to provide increased medical personnel for the Reserve Component and improving our wartime medical readiness. However, concern for meeting mobilization requirements is valid from both the Air Force and Department of Veterans Affairs (DVA) viewpoints. The Air Force could not afford to exempt H. R. 3199 participants from meeting mobilization requirements and continue to maintain its readiness posture. On the other hand, the DVA would, in our opinion, be concerned with the impact a mobilization would have on the medical care provided to our veterans. As far as providing a solution to this problem, we defer to the Department of Veterans Affairs.

U.S. MARINE CORPS

FOLLOW-UP ANSWERS FROM MAJOR GENERAL EDMUND P. LOONEY, JR.
TO THE HONORABLE TIMOTHY J. PENNY
CHAIRMAN, HOUSE VETERANS' AFFAIRS
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
FROM THE HEARING OF SEPTEMBER 21, 1989

1. The Marine Corps Separations and Retirement Manual requires GI Bill counseling as one of a required list of preseparation counselings all commanders must accomplish.

Our major bases have separation centers where individuals about to leave active duty are processed. At the centers, our separating Marines receive a myriad of classes and information, including a class on veterans benefits.

At our smaller bases, Marines separating are required to check out with their unit education offices, where they are informed of benefits.

Our procedures can and are being improved. We are assembling a packet of information regarding Department of Veterans Affairs educational benefits that commands can distribute to all separating Marines to ensure standardization of information they receive.

2. The current basic benefit of $300 a month is still attractive, but eroding rapidly with high yearly increases in tuition. The current level barely covers tuition and books at most State universities.

Feedback from our recruit depots tells us that recruits are indicating that $10,800 will not totally pay for their education. Therefore, we also inform them about additional in-service educational benefits, such as tuition assistance.

We believe the benefit should be reviewed periodically and increased with rises in tuition, or the program will definitely become less attractive as a recruiting and readjustment benefit.

U.S. MARINE CORPS

ANSWERS FROM MAJOR GENERAL EDMUND P. LOONEY, JR. TO QUESTIONS FROM THE HONORABLE CHRISTOPHER H. SMITH SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT SEPTEMBER 21, 1989

QUESTION: How many Marines are caught in the situation you describe on page three of your statement, where they are on active duty for a short time, and later they then decide to augment to active duty with the result that they are not eligible to participate in the active duty GI Bill?

ANSWER: Approximately 50 Reservists that augment to active duty each year are not eligible for Chapter 30 benefits because they were assigned to a short period of active duty while in the Selected Reserve (for example, 90 days as a recruiter's assistant).

QUESTION: As you know, H.R. 3199 provides educational assistance for members of the Guard and Reserves, not the Active Duty component. Do you think H.R. 3199 could appropriately be applied to the Active Duty component?

ANSWER: We recommend that it not be applied to the Active Duty component for four primary reasons. First, it would hurt retention. A servicemember would be committed to working full-time for the Department of Veterans Affairs (DVA) upon completion of their schooling, and unable to reenlist in the Service. Second, it could cause assignment problems if the eligibility for benefits under H. R. 3199 were not tied to a health care military occupational specialty (MOS). An individual's MOS may prevent him from being able to attend school (i.e. servicemember may be a shiftworker, or in the infantry and in the field for a substantial amount of time). Additionally, there are many duty stations (particularly overseas) where schooling in the health care professions is not offered. H.R. 3199, therefore, could prevent the Services from using individuals that are eligible for the benefit where they are most needed, and require special assignments for them. This would also violate our current policy that all servicemembers be available for world-wide assignment. Third, if the intent is to tie H.R. 3199 benefits to a health care MOS, it should be noted that the Services already have "kickers", under Chapter 30, as a means to encourage enlistments in specific fields (and with kickers there is no commitment outside the Service to prevent possible retention.) Additionally, unless the Services can control the number of members in specific health care professions eligible for H.R. 3199 they could face drastic shortages of trained servicemembers in these specific professions when the members must get out of the military to work for the DVA. Fourth, as written, H.R. 3199 requires enrollment as a full-time student to receive assistance. Active duty members simply cannot properly perform their military duties and attend school on a full-time basis.

QUESTION: During discussion of H.R. 3199 at our subcommittee's hearing, several of the witnesses pointed out that in the case of mobilization, there would be a potential conflict between a reservist's obligation to the VA and to the Reserves. Do you have any thoughts or suggestions as to how this could be handled?

ANSWER: A Reservist's obligation to the SMCR should have precedence over any agreement executed with the DVA in the event of mobilization. The individual should be required to honor the DVA obligation upon conclusion of the military obligation.

U.S. Department
of Transportation
United States
Coast Guard

Commandant
United States Coast Guard

Washington, D.C. 20593-0001
Staff Symbol:
Phone:

G-CC/104
366-4280

5730
DEC 21 1989

The Honorable G.V. (Sonny) Montgomery
Chairman, Committee on Veterans' Affairs
House of Representatives
Washington, DC 20515

Dear Mr. Chairman:

The attached Questions and Answers for the Record of the House Committee on Veterans' Affairs hearing on 21 September 1989, concerning the Montgomery GI Bill, submitted as per your request. All responses have been reviewed and approved, as required by the Department of Transportation and the Office of Management and Budget.

Please do not hesitate to call if I can provide further assistance.

Sincerely,

Thomas J. Schaeffer
Captain, U. S. Coast Guard
Chief, Congressional Affairs Staff
By direction of the Commandant

Enclosure: (1) Qs and As for Congressman Timothy J. Penny, 1-2

Copy: (1) Mr. Mack Fleming, Staff Director

CONGRESSMAN TIMOTHY J. PENNY QUESTIONS
WITH COAST GUARD ANSWERS: 1
MONTGOMERY G.I. BILL HEARING, 21/09/89

QUESTION. AS I'M SURE YOU KNOW, SECTION 1046 OF TITLE 10 REQUIRES THAT UPON DISCHARGE OR RELEASE FROM ACTIVE DUTY, A SERVICEMEMBER MUST BE COUNSELED REGARDING THE G.I. BILL EDUCATIONAL BENEFITS TO WHICH THE INDIVIDUAL IS ENTITLED. WE HAVE BEEN TOLD BY SCHOOL OFFICIALS THAT MANY OF THE YOUNG PEOPLE ENROLLING IN THEIR SCHOOLS DO NOT UNDERSTAND THEIR BENEFITS AND APPARENTLY DID NOT RECEIVE THE REQUIRED COUNSELING. WOULD YOU DESCRIBE THE COUNSELING PROCESS NOW IN PLACE IN YOU SERVICE? COULD THESE PROCEDURES BE IMPROVED?

Answer. Just prior to release from active duty, each member is counseled and given a DOD pamphlet entitled "Once A Veteran." This pamphlet describes entitlements and directs the individual to the Veterans Administration for further details. To improve the process, we are evaluating the feasibility of a Service Record entry that would amplify the DOD pamphlet and document the counseling.

QUESTION. ON THIS COMMITTEE WE ARE PRIMARILY CONCERNED WITH THE GI BILL AS A READJUSTMENT BENEFIT. WE ARE, HOWEVER, ALSO CONCERNED THAT THE PROGRAM CONTINUE TO SUCCEED AS A RECRUITMENT AND RETENTION INCENTIVE FOR THE ARMED FORCES. IN THAT REGARD, IN YOU PERSONAL VIEW, IS THE CURRENT BASIC BENEFIT LEVEL SUFFICIENT TO ENSURE THE PROGRAM IS ATTRACTIVE TO THE YOUNG PEOPLE YOU WANT TO RECRUIT?

Answer. Our recruiters report that the monthly rates of educational assistance established in the Montgomery G.I. Bill in 1984 are becoming less attractive, especially when "perks" offered by the private sector are considered. Constantly-increasing college tuition costs are diluting the benefit of the program, thereby making it less attractive to the young people we are trying to recruit.

ASSOCIATION OF THE UNITED STATES ARMY

2425 WILSON BOULEVARD, ARLINGTON, VIRGINIA 22201-3385 (703)841-4300

27 September 1989

The Honorable G.V. (Sonny) Montgomery
Chairman
Veterans' Affairs Committee
335 Cannon House Office Bldg.
Washington, DC 20515

Dear Mr. Montgomery:

Enclosed you will find this association's answer to the follow-up question from the Honorable Timothy J. Penny.

Thank you again for the opportunity to testify before your committee on such an important matter as the Montgomery G.I. Bill.

Sincerely,

ERIK G. JOHNSON, JR.
Colonel, USA Retired
Director of Legislative Affairs

Enclosure

FOLLOW-UP QUESTION FROM THE HONORABLE TIMOTHY J. PENNY
TO COL ERIK JOHNSON, USA (Ret.)
DIRECTOR OF LEGISLATIVE AFFAIRS, AUSA
FROM THE HEARING OF SEPTEMBER 21, 1989

1. Several members of your panel recommended that the benefit level under the Montgomery GI Bill be increased. Are you referring to only the Chapter 30 program or the Chapter 106 program as well? Keeping in mind the budget deficit we are all working under, how much of an increase would you consider appropriate?

Answer: The Association of the United States Army believes the basic benefit for both the active and reserve programs (Chapter 30 and Chapter 106) should be raised. The active benefit level from $300 to $375, and the reserve from $140 to $175. This would represent an increase of 25 percent. AUSA believes this modest increase is necessary to offset the rising tuition costs in colleges and universities nationwide. A recent survey by the College Board showed tuition hikes have outpaced overall inflation each year for the past nine years, and as you know, the Montgomery GI Bill basic benefit level was set in 1985.

ASSOCIATION OF THE UNITED STATES ARMY

2425 WILSON BOULEVARD, ARLINGTON, VIRGINIA 22201-3385 (703)841-4300

10 October 1989

The Honorable G.V. (Sonny) Montgomery
Chairman
Veterans' Affairs Committee
335 Cannon House Office Bldg.
Washington, DC 20515

Dear Mr. Montgomery:

Enclosed you will find this association's answer to the follow-up questions from the Honorable Christopher H. Smith.

Thank you again for the opportunity to testify before your committee on such an important matter as the Montgomery G.I. Bill.

Sincerely,

Erik

ERIK G. JOHNSON, JR.
Colonel, USA Retired
Director of Legislative Affairs

Enclosure

FOLLOW-UP QUESTIONS FROM THE HONORABLE CHRISTOPHER H. SMITH
TO COL ERIK JOHNSON, USA (Ret.)
DIRECTOR OF LEGISLATIVE AFFAIRS, AUSA
FROM THE HEARING OF SEPTEMBER 21, 1989

1. At what point in the recruitment process should the guard or reservists be informed of the benefits under H.R. 3199 in order to best serve as a meaningful recruitment tool for the reserves?

Answer: Since this benefit provides reservists an opportunity to receive post-secondary educational assistance in health professions education if they enlist in the selected reserve and qualify for the Montgomery GI Bill, it is necessary to initiate an advertising program which targets potential recipients in the following manner: (a). High school seniors are an excellent target group for this incentive, particularly if they are college bound. H.R. 3199 offers a recipient an excellent opportunity to receive a subsidy for college and at the same time provide service to our nation's defense and former defenders. (b). Department of Defense recruiters should have this incentive as part of their recruiting arsenal at the recruiting main station. It would represent another incentive program for filling some of the medical shortages the services now have in military medical units. (c). Finally, the incentive program should be part of the GI Bill orientation that is provided to enlistees at the basic training site where each person is required to elect or turn down the opportunity to enroll in the Montgomery GI Bill. We must ensure that GI Bill eligible personnel are fully informed as to the merits of this benefit and of the opportunity to be educated in a career field woefully short throughout society. Targeting eligible personnel at each orientation opportunity ensures us that the program is well understood and available for the serious student of health care study.

2. In your written testimony, you have pointed out that in the case of mobilization there would be a potential conflict between a reservist's obligation to the VA and to the reserves. Do you have any thoughts or suggestions as to how this could be handled?

Answer: We find nothing in the draft of H.R. 3199 that speaks to this issue. In the event of a mobilization reservists are usually among the first to be called up. A reservist receiving a benefit under this bill while enrolled in a program of education or training, or one who has completed his education and is serving the period of obligated service as a Department of Veterans' Affairs employee, and is mobilized by executive order, could be liable for penalties as outlined in Section 4355. Breach of Agreement; liability. We believe it needs to be made clear that in the event of mobilization Section 4355 is null and void for those reservists who are mobilized.

NCOA

Non Commissioned Officers Association of the United States of America

225 N. Washington Street • Alexandria, Virginia 22314 • Telephone (703) 549-0311

October 16, 1989

Honorable Sonny Montgomery
Chairman
Committee on Veterans Affairs
U.S. House of Representatives
2184 Rayburn House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

Thank you for inviting additional comments from NCOA on H.R. 3199 as posed in questions from Mr. Smith and Mr. Penny. Our responses are attached.

Hopefully the committee will find this additional information useful.

Sincerely,

Dick

Richard W. Johnson
Director of Legislative Affairs

RWJ/cmc

Chartered by the United States Congress

FOLLOW-UP QUESTION FROM THE HONORABLE TIMOTHY J. PENNY
TO MR. RICHARD W. JOHNSON, JR.
DIRECTOR OF LEGISLATIVE AFFAIRS, NCOA
FROM THE HEARING OF SEPTEMBER 21, 1989

1. Several members of your panel recommended that the benefit level under the Montgomery GI Bill be increased. Are you referring to only the Chapter 30 program or the Chapter 106 program as well? Keeping in mind the budget deficit we are all working under, how much of an increase would you consider appropriate?

NCOA believes all education benefits under programs administered by the Department of Veterans Affairs should be adjusted annually or biennially to preserve their readjustment value. That includes Title 38 programs under Chapters 30, 31 and 35 and the Chapter 106 program under Title 10.

In prepared testimony NCOA references the automatic adjustment mechanism used to increase benefits under Chapter 107 of Title 10. It allows the Secretary to determine the annual increase which, under the program, has traditionally been a compromise between the increase in education costs versus the increase in the consumer price index. NCOA believes this same mechanism would be suitable to other programs.

Meanwhile, an appropriate increase in Chapter 30 and Chapter 106 benefits would be 27 percent. That would be the amount necessary to restore full value to the benefits based on average increases in the cost of tuition and fees at public institutions since the benefits were created. Chapter 31 and 35 benefits have suffered considerably greater erosion of their value. Doubling the benefit probably would not restore the value originally intended by Congress but it would be unrealistic to expect such an increase. Accordingly NCOA must rely on Congress to be as generous as possible in increasing and maintaining these benefits.

QUESTIONS OF HONORABLE CHRISTOPHER H. SMITH
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
September 21, 1989

To Military Associations:

(1) At what point in the recruitment process should the guard or reservists be informed of the benefits under H.R. 3199 in order to best serve as a meaningful recruitment tool for the reserves?

Since NCOA has not previously stated a formal position on the legislation let me begin by stating support for the bill and by recommending that participants be given the choice between active military service or service to the DVA since both programs are in desperate need of health care professionals. Having stated support for the program, NCOA believes information should be provided at several levels.

Foremost, information about the program should be made available to all prospective recruits. Additionally the program should be actively marketed at medical schools, particularly through student financial and guidance counselors. Finally, during initial active duty for training all recruits should be briefed on the benefits generally available under Chapter 106, and specifically under the provisions of H.R. 3199.

(2) In written testimony, you have pointed out that in the case of mobilization there would be a potential conflict between a reservist's obligation to the VA and to the reserves. Do you have any thoughts or suggestions as to how this could be handled?

NCOA did not comment on this issue in its written testimony but it is pleased to do so now.

Individuals may be ordered to active duty for several reasons and should be treated in a manner appropriate to the circumstances. Some of these are outlined below with NCOA's recommendations.

1. Persons ordered to active duty for disciplinary reasons should;

   a. if qualified in a medical speciality be required to serve any additional commitment in the military or to the DVA; or,

   b. if not qualified in a medical speciality, be required to refund all tuition received or serve such additional commitment to the DVA or military in a non medical speciality.

2. Persons ordered to active duty during a National emergency should be forgiven any additional service commitment and any tuition received under the program.

3. Persons ordered to active duty other than for national emergency or disciplinary reasons:

   a. should be forgiven tuition assistance during the current period of enrollment; and,

   b. should be allowed to reenroll without penalty upon release from active duty; or,

   c. should be required to repay tuition assistance received prior to activation if they fail to reenroll or to apply for forgiveness if appropriate. (For example: An individual disabled by service should not reasonably be expected to refund previously received tuition.)

Obviously, some thought will have to be given to the list of repayment alternatives and exceptions to H.R. 3199. NCOA would be pleased to work with the committee to define these issues.

AIR FORCE SERGEANTS ASSOCIATION

FOLLOW-UP QUESTION FROM THE HONORABLE TIMOTHY J. PENNY

Several members of your panel recommended that the benefit level under the Montgomery G.I. Bill be increased. Are you referring to only the Chapter 30 program or the Chapter 106 program as well? Keeping in mind the budget deficit we are all working under, how much of an increase would you consider appropriate?

RESPONSE BY MR. RUDY I. CLARK

Any improvements to the Montgomery G.I. Bill (MGIB) should be consistent for both Chapter 30 and Chapter 106 beneficiaries. Since Congress, based on recommendations provided by the Veterans' Affairs Committee, approves annual Cost-of-Living Adjustments (COLAs) for all veteran entitlement programs, we recommend similar annual COLAs be applied to the MGIB.

AIR FORCE SERGEANTS ASSOCIATION

QUESTIONS OF HONORABLE CHRISTOPHER H. SMITH

1) At what point in the recruitment process should the guard or reservists be informed of the benefits under H.R. 3199 in order to best serve as a meaningful recruitment tool for the reserves?

2) In your written testimony, you have pointed out that in the case of mobilization there would be a potential conflict between a reservist's obligation to the VA and to the reserves. Do you have any thoughts or suggestions as to how this could be handled?

RESPONSES BY RUDY I. CLARK

1) Ideally, Reserve Forces recruiters would use the education assistance benefits contained in H.R. 3199 very early in the recruiting process. An ongoing awareness program starting at the undergraduate level would assist in attracting prospective candidates.

2) In the event of mobilization the reservist's obligation would be the same as any other reservist.

TELEPHONE
(AREA CODE 703)—528-1775

NAVY LEAGUE OF THE UNITED STATES
(FOUNDED 1902)

2300 WILSON BOULEVARD
ARLINGTON, VIRGINIA 22201

National President
CALVIN H. COBB, JR.

October 3, 1989

The Honorable G. V. (Sonny) Montgomery
Chairman
Veterans' Affairs Committee
335 Cannon House Office Building
Washington, DC 20515

Dear Congressman Montgomery:

Enclosed you will find the Navy League's response to the follow-up question from the Honorable Timothy J. Penny regarding the Montgomery GI Bill hearing of September 21, 1989.

Thank you again for the opportunity to testify before your Committee on such an important matter as the Montgomery GI Bill.

Sincerely,

Calvin H. Cobb, Jr.

Enclosure

September 3, 1989

Follow-up Question from the Honorable Timothy J. Penny
To Mr. Calvin H. Cobb, Jr.
National President
Navy League of the United States
from the Hearing of September 21, 1989

"1. Several members of your panel recommended that the benefit level under the Montgomery GI Bill be increased. Are you referring to only the Chapter 30 program or the Chapter 106 program as well? Keeping in mind the budget deficit we are all working under, how much of an increase would you consider appropriate?"

ANSWER: The Navy League of the United States supports the premise that the basic benefit for the active program (Chapter 30) should be reviewed by the Office of Education.

Average costs for tuition for State-run colleges and universities have risen in 1989-1990, a one-year period, 7 - 9%. Private colleges have increased even more to a reported 15%. A recent survey by the College Board indicated that tuition hikes have outpaced inflation each year for the past nine years. It is the Navy League's concern that budget increases must be seriously considered in view of our budget deficits; however, President Bush has made education a priority for the coming decade.

Inasmuch as the Montgomery GI Bill benefit level was established in 1985, the Navy League recommends that the benefit level be increased 30%, from $300 to $390. This level is still below the inflation rate but will help to narrow the gap as college tuition increases.

Concerning the Reserve program (Chapter 106), this program is funded by the Department of Defense. Since Reserves have more opportunity to work and, hopefully, save money, the Navy League recommends no increases in Chapter 106.

TELEPHONE
(AREA CODE 703)—528-1775

NAVY LEAGUE OF THE UNITED STATES
(FOUNDED 1902)

2300 WILSON BOULEVARD
ARLINGTON, VIRGINIA 22201

National President
CALVIN H. COBB, JR.

October 5, 1989

The Honorable G. V. (Sonny) Montgomery
Chairman
Veterans' Affairs Committee
335 Cannon House Office Building
Washington, DC 20515

Dear Congressman Montgomery:

Thank you for your letter of September 29, 1989, requesting answers to questions submitted by the Honorable Christopher H. Smith.

The Navy League of the United States is unique in that none of our members are on active duty in the military services. Therefore, the Navy League does not feel qualified to answer the questions posed by Congressman Smith.

Thank you for your consideration, and thank you again for the opportunity to testify before your Committee on such an important issue as the Montgomery GI Bill.

Sincerely,

Calvin H. Cobb, Jr.

AFA
Air Force Association
1501 Lee Highway, Arlington, Virginia 22209-1198 (703) 247-5800
An Independent Non Profit Aerospace Organization

Jack C. Price
President

October 10, 1989

The Honorable G.V. Montgomery
Chairman
House Committee on Veterans' Affairs
335 Cannon House Office Building
Washington, DC 20515

Dear Mr. Chairman:

In reference to your letter of October 2, 1989, I have answered the questions posed by the Honorable Christopher Smith, which regard my testimony before the Subcommittee on Education, Training and Employment on September 21.

My responses are enclosed in the format you requested. If I can be of any further assistance, please do not hesitate to call on me.

Sincerely,

Jack C. Price

Follow-up Question from the Honorable Timothy J. Penny
To Mr. Jack Price
President, Air Force Association
From the Hearing of Septemher 21, 1989

Several members of your panel recommended that the benefit level under the Montgomery GI Bill be increased. Are you referring to only the Chapter 30 program or the Chapter 106 program as well?

> The Air Force Association supports increasing the benefit levels of both the Chapter 30 program and the Chapter 106 program in an effort not to erode their value.

Keeping in mind the budget deficit we are all working under, how much of an increase would you consider appropriate?

> The Air Force Association supports increasing the benefit level for both the Chapter 30 and 106 programs based on rising tuition costs, which have outpaced inflation every year since the GI Bill was enacted in 1985. At the minimum, AFA supports increasing the benefit levels by the annual consumer price index (CPI).

AFA
Air Force Association
1501 Lee Highway, Arlington, Virginia 22209-1198 (703) 247-5800
An Independent Non Profit Aerospace Organization

Jack C. Price
President

September 29, 1989

The Honorable G.V. Montgomery
Chairman
House Committee on Veterans' Affairs
335 Cannon House Office Building
Washington, DC 20515

Dear Mr. Chairman:

In reference to your letter of September 22, 1989, I have answered the questions posed by the Honorable Timothy Penny, which regard my testimony before the Subcommittee on Education, Training and Employment on September 21.

My responses are enclosed in the format you requested. If I can be of any further assistance, please do not hesitate to call on me.

Sincerely,

Jack C Price
Jack C. Price

Follow-up Question from the Honorable Christopher H. Smith
To Mr. Jack Price
President, Air Force Association
From the Hearing of September 21, 1989

1) At what point in the recruitment process should the guard or reservists be informed of the benefits under H.R. 3199 in order to best serve as a meaningful recruitment tool for the reserve?

> The Air Force Association feels each individual service should decide where in their own reserve recruiting/processing the benefits of HR 3199 should be brought to the attention of the recruits.

2) In your written testimony, you have pointed out that in the case of mobilization there would be a potential conflict between a reservists' obligation to the VA and to the reserves. Do you have any thoughts or suggestions as to how this could be handled?

> In the event of mobilization, the Department of Defense's needs should take precedent over those of the Department of Veterans Affairs. The Air Force Association is concerned, however, over the impact a mobilization will have on patient care but feels this matter can best be handled by the DVA.

The American Legion
For God and Country

★ WASHINGTON OFFICE ★ 1608 "K" STREET, N.W. ★ WASHINGTON, D.C. 20006 ★
(202) 861-2700 ★

October 12, 1989

G. V. "Sonny" Montgomery, Chairman
U.S. House of Representatives
2184 Rayburn House Office Building
Washington, DC 20515

Dear Chairman Montgomery:

In response to your letter dated September 29, 1989 concerning additional questions submitted by Representative Smith, we reply as follows:

> (1) In their written testimony, the PVA stresses the importance of promoting the use of educational assistance programs as proposed in H.R. 3199. They have suggested targeting high school students for this purpose. Are there additional suggestions on ways to inform people of these benefits?
>
> We suggest the Department of Labor help disseminate the information through their various job training and employment counselling programs.
>
> (2) Do you believe H.R. 3199 would offer a significant contribution to help eliminate VA staffing shortages?
>
> Due to the extreme shortage of health care professionals nationwide, we do believe that H.R. 3199 will help attract people wishing to become health care professionals into the Reserve components and into the DVA. We do not foresee H.R. 3199 solving the staffing problems in the DVA single-handedly.
>
> (3) What do you believe are the advantages and disadvantages to H.R. 3199?
>
> As previously stated, we believe H.R. 3199 will be a tremendous recruiting tool for both the Reserve component and the DVA.

Thank you for allowing us to respond to Representative Smith's questions concerning H.R. 3199.

Sincerely,

Steve A. Robertson, Assistant Director
National Legislative Commission

PVA
PARALYZED VETERANS
OF AMERICA
Chartered by the Congress
of the United States

October 11, 1989

The Honorable G.V. (Sonny) Montgomery
Chairman
House Committee on Veterans' Affairs
335 Cannon House Office Building
Washington, D.C.   20515

Dear Mr. Chairman:

This is in response to your letter dated September 29, 1989, concerning H.R. 3199, the "Veterans Health Professionals Educational Amendments of 1989." As you requested, I have restated the questions and have numbered them to correspond to those submitted by the Honorable Christopher H. Smith.

1. In their written testimony, the PVA stresses the importance of promoting the use of educational assistance programs as proposed in H.R. 3199. They have suggested targeting high school students for this purpose. Are there additional suggestions on ways to inform people of these benefits?

   ANSWER: In addition to our suggestion of focusing promotion efforts toward high school students, the promotion of this bill could take place on two levels: (1) In conjunction with recruitment advertising for the Reserves and National Guard and (2) during training. We believe a special advertising campaign specifically highlighting the benefits of H.R. 3199 would be important.

2. Do you think H.R. 3199 would offer a significant contribution to help eliminate VA staffing shortages?

   ANSWER: We believe this legislation has the potential of attracting a wide variety of future health care professionals. If enacted, we believe it will offer a significant contribution to the overall recruitment and retention of medical care personnel. During this time when VA staffing shortages have reached critical proportions, legislation such as H.R. 3199 will play an important role in restoring adequate FTEE levels.

801 Eighteenth Street, N.W., Washington, D.C. 20006 (202) USA-1300 Fax: (202) 785-4452

3. What do you believe are the advantages and disadvantages to H.R. 3199?

ANSWER: We see no obvious disadvantages of the proposal. If enacted, H.R. 3199 will not only provide support for dwindling VA medical staff, but will enhance recruitment opportunities for the Reserves and National Guard. Ultimately, it will add health care professionals to the whole nation's supply.

Another advantage of the bill is that it gives the potential participant a wide variety of fields from which to choose within the health care profession. Nursing, pharmacy, therapy, and a variety of other "hands-on" positions will be supported by H.R. 3199.

Thank you for requesting our views on this matter. Once again, PVA is pleased to support Representative Smith's bill.

Sincerely,

John C. Bollinger
Associate Legislative Director

VETERANS OF FOREIGN WARS OF THE UNITED STATES

OFFICE OF THE DIRECTOR

Janurary 30, 1990

The Honorable G. V. "Sonny" Montgomery
Chairman
House Committee on Veterans' Affairs
335 Cannon House Office Building
Washington, D. C. 20515

Dear Mr. Chairman:

The attached is the VFW's response to questions that time did not allow to be asked at the September 21, 1989, hearing of the Subcommittee on Education, Training and Employment.

With best wishes and kind regards,

Sincerely,

Jim

JAMES N. MAGILL, Director
National Legislative Service

Attachment

★ WASHINGTON OFFICE ★
VFW MEMORIAL BUILDING ● 200 MARYLAND AVENUE, N. E. ● WASHINGTON, D. C. 20002 ● AREA CODE 202-543-2239

HEARING QUESTIONS

Imposed by
The Honorable Chirstopher H. Smith
on
H.R. 3199 - The Veterans' Health Professionals Educational Amendments of 1989
(September 21, 1989)

QUESTION #1: In their written testimony, the PVA stresses the importance of promoting the use of educational assistance programs as proposed in H.R. 3199. They have suggested targeting high school students for this purpose. Are there additional suggestions on ways to inform people of these benefits?

RESPONSE to QUESTION #1: Primary additional efforts should be aimed at graduating high school students and state employment agency offices. The advertising campaign should use a combination of Reserve and National Guard non-commissioned officers to lecture and printed posters with handout materials citing an 800-toll free number for follow-up information.

QUESTION #2: Do you think H.R. 3199 would offer a significant contribution to help eliminate VA staffing shortages?

RESPONSE to QUESTION #2: Absolutely. This bill offers a professional career opportunity both for formal technical education and a guaranteed one year of employment at VA. The VFW believes the other half of retaining any VA gains made in the health care professional field, as a direct result of this proposed program, will rest with an enlightened and intelligent first year internship to be administered at each respective VA medical facility or clinic. On balance, this piece of proposed legislation should be a very attractive incentive for a great number of youngsters whose families cannot afford the cost of higher education and those inner city students who are participating in greater numbers in a myriad of upward mobile programs. In sum this bill goes a long way to address a critical VA problem.

QUESTION #3: What do you believe are the advantages and disadvantages to H.R.3199?

RESPONSE to QUESTION #3: Certainly there are many advantages to H.R. 3199. On the positive side it is an important recruitment insentive for two federal agencies: DOD from the Reserve and National Guard viewpoint; and the VA for health care career fields. A second advantage is that America's greater health care shortage will benefit, either another part of the public sector or the private sector, whenever a trained H.R. 3199 person fulfills their obligation and elects to leave VA to continue their career elsewhere. A third advantage is the fact this proposed training is so broad-based that it should attract great numbers of recruits in the first few years after enactment and may become a model piece of legislation on how to address potential national shortfalls in other critical employment fields.

The VFW cannot identify any specific disadvantage to the thrust of H.R. 3199.

○